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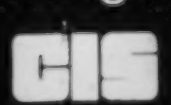

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FEDERAL LAW ENFORCEMENT ROLE IN NARCOTICS CONTROL IN SOUTHERN CALIFORNIA

HEARING

BEFORE THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

SECOND SESSION

AUGUST 23, 1988

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FEDERAL LAW ENFORCEMENT ROLE IN NARCOTICS CONTROL IN SOUTHERN CALIFORNIA

THURSDAY, AUGUST 23, 1988

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL,
Washington, DC.

The committee met, pursuant to notice, at 9:00 a.m., in the Board of Public Works Hearing Room, Los Angeles City Hall, Los Angeles, California. Hon. Mel Levine presiding.

Present: Mel Levine, presiding.

Staff Present: Linda Waade, administrative assistant; Lisa Weil, special assistant; Joan Lerner, special assistant; Kathy Eskey, special assistant; and Elliott Kleinberg, assistant.

Mr. LEVINE. Welcome. I call to order this hearing of the Select Committee on Narcotic Abuse and Control.

I want to take this opportunity on behalf of my other colleagues on that committee to welcome our witnesses and to thank you for coming to this hearing.

Thank you for hosting us, Mr. Mayor, in City Hall. We look forward to hearing the testimony of the witnesses.

Abuse of drugs is one of the most tragic and destructive forces at work in our society. Drug abuse threatens both the safety of America's city streets, and the integrity of America's position in world events.

Our society is reeling under this onslaught now and our future is also at stake as drug abuse threatens to destroy a generation of our best and brightest minds. We must take action to stop it.

We cannot tolerate the continued toll in broken lives and shattered futures, and the violence which goes hand in hand with drug abuse.

Southern California and Los Angeles in particular are fast becoming the center point of gang-related violence and drug trafficking at least in part due to a lack of adequate Federal resources. While much attention has focused on New York and Miami, Los Angeles has become a forgotten step-child of Federal antidrug efforts.

This hearing today is another attempt to change that and to bring Southern California the Federal resources that it both deserves and needs.

All indicators show that Los Angeles is currently in the throes of a significant increase in drug trafficking. Sophisticated, well organized international drug rings are now choosing Southern California as the preferred entry point for their deadly shipments.

And as trafficking increases and profits escalate, traffickers are carving out and defending territories by whatever means available. Police report that drug traffickers are now more frequently armed than in the past, and are carrying more deadly weapons than ever before. The problem is not only a local issue; drugs coming into Southern California are flowing out to the rest of the country. Jurisdictions as far east as Omaha, Denver, Kansas City, and St. Paul, according to some sources in over 40 cities throughout the United States are experiencing an influx of Los Angeles drug gangs. This is a national problem and it requires national attention. I commend the efforts of the DEA in establishing a new task force in Los Angeles in response to legislation that was introduced by Congressman Berman, Senator Cranston, and myself. This is an important and a very welcome first step. And I look forward to continuing to work with the DEA and other Federal agencies to insure additional support for Southern California.

It is my hope that this hearing will help convince the Federal agencies in Washington that while the new task force is an important first step, it is simply a first step. More extensive efforts, including strengthening Federal agencies and expanding the coordination of the task force will be required.

Our witnesses today include local officials who see the scourge of drug abuse overtaking and destroying our children, families, and communities; law enforcement officers, who at the risk of their own lives are fighting the drug trafficking daily; and representatives of the DEA and the United States Attorney's Office who represent Federal law enforcement efforts to curb this deadly plague.

When Congress reconvenes next month, the House will be considering new legislation to strengthen and extend Federal efforts in the war on drugs.

Today we will be hearing testimony regarding current Federal drug policy and whether that strategy is working here in Southern California.

Again, I want to thank the witnesses for their willingness to participate in these hearings.

We have a very distinguished first panel of elected officials, several of whom have time constraints, and we're going to do our best to accommodate each of our witnesses.

I'm delighted to have Mayor Tom Bradley, City Councilman Zev Yaroslavsky, school board member Jackie Goldberg, who are here now and will be joined by County Supervisors Ed Edelman, Gilbert Lindsay, and Nate Holden.

I will first call upon the Mayor and then we will try to accommodate within the time constraints that each of the other witnesses have. Mayor Bradley, we're delighted to have you here in your City Hall and we welcome your testimony.

[Opening statement of Mr. Levine appears on p. 51.]

STATEMENT OF HON. TOM BRADLEY, MAYOR, CITY OF LOS ANGELES

Mr. BRADLEY. Thank you very much, Congressman Mel Levine. We welcome you to City Hall. And we're grateful to you and this

committee for the kind of attention which you're focusing on a very serious problem.

Indeed I think it has reached crisis proportions. I'm grateful that you and other members of your committee and some members of the Congress have been responsive to a plea that Chief Gates and I made in March of this year to do what was done in Southern Florida when the multiagency task force attacked the problem of the flow of drugs and narcotics coming into Southern Florida.

They were very effective. Over 250 agents did their work well. But the result was that those traffickers then fled to Southern California and they're now a plague on our homes.

A plague on the children of this community. Indeed you, I think very properly, indicated we are threatened with the loss of a whole generation of young people unless we do something about the scourge of drugs.

We, in Los Angeles, believe that the response from the administration and the Federal agencies have not really addressed the problem as we see it here in Los Angeles and Southern California.

This is a problem which goes beyond the boundaries of this city. As you well know it has now become a Southern California problem and it is for that reason that we address the issue in that context.

I have prepared remarks which I have submitted to you. I want to paraphrase that report by making some extemporaneous remarks about the problem.

We've had support from our two senators and from most of the California delegation in response to our request that a drug task force to fight the problem in Southern California be established and be authorized to come here and give us some assistance.

Three weeks ago the Drug Enforcement Administration told us that they were sending eight additional drug enforcement agents here.

Chief Gates put it very well, I think. He said, "Thanks, Washington, for the crumbs". When you look at the stark figures and see that in Miami, 341 agents are assigned. In New York City, 301 agents are assigned.

And in Southern California only 169 are assigned. In Los Angeles alone 25 percent of the seizures of cocaine in this nation have been made here in this city.

If you look at the fact that over 50 percent of the heroin that flows into the United States comes through the city of Los Angeles.

If you look at the fact that in 1982 our police department seized about 359 pounds of cocaine. Last year, that department seized seven tons of cocaine.

It gives you some idea of the explosive growth of this problem. And I think it pretty starkly indicates to you that the nature of the problem, as we see it, and the reason for our piercing call for a response from Washington.

We in January of this year, established a special anti gang, anti-drug task force under the supervision of deputy chief Glenn Levant.

That task force has been very effective. Over 6,600 arrests have been made. Over 2,000 of those were gangs and gang members.

97 percent of those arrests have resulted in convictions. They're doing their job but we need more resources to get that job done and more importantly we need a multi-agency attack on this problem involving several of the Federal agencies from drug enforcement to the Coast Guard, to the F.B.I. to Internal Revenue joined with the law enforcement agencies here in Southern California.

What we need is not a pop gun, but real weapons to fight this war against drugs. If we don't get the total support of the Federal administration and all of the law enforcement agencies involved, we are going to lose more than just the next generation of our young people.

This nation is truly going to be at risk. So we thank you and your committee for the work that you're doing and for the fact that you've made this kind of commitment to help Southern California.

Have them know in Washington we're sending out a plea loudly and clearly, we need help, real help not a pop gun approach, eight drug enforcement agency people.

We need a real task force that will come to Southern California and do what was done in Southern Florida. We thank you again for coming.

[Statement of Mayor Bradley appears on p. 55.]

Mr. LEVINE. Mayor Bradley, thank you very much. You have spelled out very clearly, not just with rhetoric but with facts and figures and specific information, some of the reasons why a number of us have been pushing very hard to see a meaningful expansion of the task force that was created.

I think the numbers that you provided in your testimony, the 341 agents in Miami, the 301 agents in New York, by comparison to 169 in Los Angeles, half the number of Miami, speaks volumes.

Your testimony will be, very helpful and I appreciate having the opportunity to hear it.

I know that you have another meeting that you have to attend and what I thought I would do is direct a question or two to each of the witnesses as they testify to enable you to get to your other hearings.

Mayor Bradley, in addition to the human misery and suffering it is estimated that the annual social, and economic costs of drug abuse including factors such as related crime, violence, death, property destruction, and loss productivity are some $100 billion on a national level to the country.

Can you estimate, what the social and economic costs are to the Los Angeles area or to Los Angeles in terms of the impact of drugs and drug abuse on this community?

Mr. BRADLEY. Yes, Congressman Levine, you can well understand that these figures are not precise. But the best estimate that we were able to get came in 1986.

And it was estimated that in the Los Angeles area, $1.7 billion was the cost to the community in the terms that you have just spelled out.

Mr. LEVINE. So would it be fair to conclude that if we did provide the necessary Federal resources and they were effective in steming the drug problem, it would yield a savings to Los Angeles in excess of $1 billion potentially?

Mr. BRADLEY. That's what must be understood. We're not talking about throwing away money. We're not talking about letting it go down the rat hole.

This money invested in the kind of multi-agency task force that I'm talking about will reap returns beyond comprehension of most people.

So it is a real investment, economic investment, social investment in this community and in this nation.

Mr. LEVINE. Mayor Bradley, thank you again. Your entire written testimony will be included in the record as will that of the other witnesses.

And I again appreciate and welcome the testimony that you've given to this committee.

Mr. BRADLEY. Thank you very much, Mel.

Mr. LEVINE. I'm now very pleased to welcome City Councilman Zev Yaroslavsky, who is our second witness today.

Councilman Yaroslavsky has been in the forefront of the fight in Southern California and Los Angeles to try to eliminate drug abuse and its social consequences.

Councilman Yaroslavsky, we're pleased to have you with us and we welcome your testimony to the committee.

Again, as I mentioned to the Mayor, your statement will be included in the record and you're welcome to proceed with your testimony.

STATEMENT OF ZEV YAROSLAVSKY, CITY COUNCILMAN FROM THE CITY OF LOS ANGELES

Mr. YAROSLAVSKY. Thank you, Mr. Levine. I will be succinct and I will not read my prepared testimony. Last night in the city there was a drive by shooting in south central Los Angeles.

Eight people were shot. I don't know what the condition of them are at this point. This is not an unusual occurrence anymore in this city.

It's unfortunately a very common occurrence where a person cannot walk the streets, drive the streets, or even sit with his back to his living room window without fear, serious fear of being gunned down indiscriminately by gangs in this city, by gangs that are the infrastructure for drug trafficking in this country.

And I guess my message to you this morning, so as not to be repetitive, would be one message. L.A.'s gang problem is the nation's gang problem.

L.A.'s drug trafficking problem is the nation's drug trafficking problem. We are the intra-structure for drug trafficking in a good part of this country.

It is safe to say and it is fair to say that it is in the national interest that the United States Government join with us in partnership in a serious way to address the gang and drug trafficking problem here in Los Angeles.

Los Angeles is a world class city with world class problems. And we're exporting our world class problems all over the United States.

And we know that now. L.A. based gangs are all over the place, not just in Southern California but in the South, in the Midwest, in Nevada, in Idaho, in Washington.

And it's got to stop. Gang related homicides are up 15½ percent this year over last year. In one division of the L.A.P.D., 77 Street Division, we had 162 homicides. That's one almost every two nights, in one of 18 divisions in the city, much of it drug related, gang related killing.

So, Mr. Chairman, I really come here today to try to reinforce your efforts. I think it would be appropriate for me to first commend you and Congressman Berman on the efforts you've made to bring more Federal resources into Southern California to help us fight this battle, this war.

And I think most all of us are grateful for what you've done. But if you would take our message back through you and Congressman Berman to the Federal authorities that this can't be a half-hearted battle. This has to be a fully waged war.

And it is not for Los Angeles that you're doing this. It's for the country. And I think that there are enough of your colleagues in the Congress who have to recognize that the gang related problems and the drug related problems that they have in their own districts are spawned right here out of the abject poverty and neglect right here in this city.

Out of the tens of thousands of young people who live in housing projects, who have no hope, that's got to change. The resources that the Federal Government could bring to bear not just in a law enforcement area but in job training, in housing, in improving the quality of life for all people, not just rich people, has got to be a high priority for our country.

And I know that you share that view and with every breath that I have in my body, I want to convey that intensity of feeling on our part.

I think I speak for the entire city family and our law enforcement community as well in that regard.

We cannot fight this battle alone. We have been grateful to the Federal Government for the asset forfeiture money that is finally coming through at a reasonable clip.

It is that money, Mr. Levine, that has enabled us to hire in this city more than or will enable us over the next year to hire more than 1,000 officers than we had last year.

We will evolve from 6,900 police officers to 7,900 police officers in just a span of two years. But it's not enough; 7,900 police officers is not enough. Putting 1,000 police officers in one part of the city to try to fight this battle is not enough. It can't be done with limited resources.

We need the authority, the personnel, and the resources of the United States Government and it is in the national interest that it be done that way.

Thank you for the opportunity to testify.

Mr. LEVINE. Councilman Yaroslavsky, I wish that all of my colleagues in Congress could hear your eloquent and passionate statement. As you were testifying it occurred to me that it would be useful at some point in time to have you come back to Washington

and make this kind of eloquent and passionate statement to Members of Congress from other parts of the country.

You are 100 percent right and you spell it out with a passion and eloquence that is very persuasive. I am grateful to you for providing that to this committee today.

Last night's gang related drive by shooting, speaks volumes about the problem that we're facing.

We obviously didn't plan this hearing today to coincide with that tragedy. But last night's shooting was not unique. These gang related and drug related murders have become a fact of life in many sections of Los Angeles and the surrounding communities.

Your ability to pinpoint not just the local implications of the problem but the national implications as well is extraordinarily saline and significant. I'm very grateful to you for it.

I know that you have another hearing that you also have to attend. Let me ask you one or two brief questions and then let you go to your other hearing and we'll turn to the rest of our panel.

A recent report of the drug abuse warning network otherwise known as D.A.W.N. indicates that drug related emergency room admissions and deaths have increased dramatically. Nationally, the number of drug related emergency mentions increased to almost 200,000 in 1987 with cocaine emergency room mentions increasing to approximately 40,000 and heroine mentions to 17,000.

I think it can very safely be inferred from these statistics that drug usage is increasing. The tragic implications that are inferred by these admissions are evident.

From what you have seen, I would like your view as to whether the Federal Government's commitment to fighting drug abuse has increased proportionately to the increase in drug trafficking. And also, your view as to what type of increase might be necessary to keep up with the traffickers in terms of Federal assistance that might be brought to bear upon these problems.

Mr. YAROSLAVSKY. We're grateful for any help we can get from the Federal Government. But I'd be less than honest if I didn't tell you that I feel that the Federal Government's involvement as far as law enforcement, as far as interdiction into the drug trafficking business has been far short of the mark.

It does not bear any relationship to the proportionate increase in the problem that we have experienced.

Let's put it this way. This year as I indicated, homicides, gang related homicides in this town are up 15½ percent.

I don't believe that you could say that the Federal investment in fighting the drug problem in Los Angeles or Southern California is up 15½ percent. It's probably not up 15 percent nationwide.

And that's the order of magnitude that you're talking about here. So I don't want to be critical. It's easy to be critical of the Federal Government not spending the necessary, but I'd rather just appeal to you and to your departments and Federal agencies, it's a lot more important to invest money in fighting the drug problem than it is in building another B–1 bomber.

That B–1 bomber isn't going to do a heck of a lot for the people who live in Nickerson Gardens.

It's not going to do a heck of a lot for the eight people who were gunned down last night. But an increase in the drug enforcement

administration or an FBI or the Alcohol, Tobacco, and Firearms unit of the Treasury Department or any number of other Federal agencies might save some lives right here in our backyard for a fraction of the money of a B–1 bomber.

And I would hope that those kinds of choices and those kinds of priorities are recognized back in Washington.

But, no, as I look from my perspective as a layman and as a locally elected official, I see the budget of the Federal Government under defense skyrocketing and the budget here as far as domestic defense is concerned has a negligible if any increase at all.

Mr. LEVINE. The testimony that you've provided, and the testimony that the Mayor provided before you, both emphasize the savings to this community that can be provided by investments now which will start to curb this problem. You're talking about investing money in activities that will ultimately have very significant savings in a wide variety of areas for this community.

The testimony that you provided, as I indicated before, both eloquently and passionately speaks to this conclusion and I'm very grateful to you for it.

Mr. YAROSLAVSKY. Congressman, I think the savings are simply frosting on the cake. That's a bonus. Even if there were no savings, I don't think we have a choice.

But I think you're right, we have savings to be achieved here. And I appreciate your bringing your committee, your hearing here to Los Angeles so that you can see for yourself what's going on and you will hear from my good friend from the school board, another perspective which I think has to be heard. Thank you very much.

Mr. LEVINE. Councilman Yaroslavsky, thank you again.

I am now very pleased to welcome the third member of this panel. Actually this is the member of the panel whom I've personally known the longest.

It's sort of an admission of age to flash back and realize we've known each other 25 years as I welcome school board member, Jackie Goldberg, to the witness stand.

School Board Member Goldberg has been a leader in this community and has been unceasing in her efforts to make innovative, constructive, significant strides in the area of drug abuse, drug prevention, and drug education in southern California public schools.

I am personally very pleased to be able to welcome Jackie Goldberg here to testify today.

STATEMENT OF JACKIE GOLDBERG, MEMBER, LOS ANGELES CITY BOARD OF EDUCATION

Ms. GOLDBERG. Thank you very much, Congressman. I appreciate the opportunity to speak to you and through you to the Congress of the United States about a problem that is very close to me in a great many ways, because it so dramatically affects the youth of this country.

I think that my perspective is similar to the previous two and in some ways also slightly different. But I think that there is an important law enforcement issue but there are other issues as well that I think need to be addressed.

The law enforcement issue as far as I'm concerned must be focused, must be increased, and must be maintained at a very high level at the source of entry into this country.

I think if the focus is to cut the flow, I don't think we can end it, but to cut the flow, you'll see some dramatic changes as it affects particularly young people.

Because when drugs are as easy to obtain as they are now, because they are in great numbers like any other commodity marketed in our community, the price goes down.

As the price goes down, it becomes accessible to more and more young people.

When it is harder to get, the price goes up and a lot of young people stop using some of the dangerous drugs. And I think that, that's an important point to be made, that decreasing the flow into this country of these drugs must be the focus of it.

And the reason I say that is that sometimes I think we get bogged down in the attempt to pick off, what I call the nickel and dime street seller.

And the nickel and dime street seller, there are so many of them and so many fish in that sea that that as far as I'm concerned is a misguided focus for drug law enforcement.

Because if we can get the big fish, the little fish have nothing to sell.

And I hope that the direction of increasing law enforcement on the area of substance abuse will be in the direction of the big fish.

Because that's where we can make, I think, a substantial dent in this problem. But I think it would be a mistake to say that I believe that law enforcement alone is going to solve the issue.

Because while I think that law enforcement has a very dramatic and important role to play, we need to look at why young people beginning as early as ages 11 and 12 and on up are using drugs.

We need to look at why older adults who are successful, we're not talking about the stereotype sort of street hood here, successful adults in all walks of life are substance abusers.

And I think if we don't go into some of that and deal with some of those issues, it will be a battle that we'll never win.

For example, a very high percentage in some cases almost 100 percent of women drug addicts incarcerated in California have been sexually or physically abused as children.

If we don't deal with child abuse, sounds to many people very far afield from drug abuse, I don't think it's very far afield at all.

If we don't deal with child abuse, both sexual and physical abuse, as well as neglect of children because there isn't proper child care, if we don't deal with that issue, we're producing another generation of children in pain and those children in pain will find either a legal or illegal substance to swage that pain.

And we have to deal with that, Mr. Congressman. We have to deal with why someone at 11 or 12 is in such misery that if they aren't using an illegal substance, they're drinking so much alcohol that they're already a child alcoholic.

By the way, for the record, the number one drug problem on high school campuses today is still and always has been alcohol.

And I do not believe there is enough aimed at alcohol and cigarette abuse in terms of our young people today.

Lots of times we spend a lot of money, time, and energy focusing on cocaine and heroine and the tragedy of youngsters involved in those drugs is enormous. But it's a very tiny percentage of the student population compared to those who have serious alcohol problems by ages 13 to 15.

And so I think that if we're going to get at the whole problem, we have to be looking at jobs. A lot of the youngsters who sell drugs do not want to sell drugs.

They do not want to sell drugs. But they will tell you quite candidly it's the only way they're going to make a living where they live.

Unemployment in the area where I teach in another city adjacent to Los Angeles for youths 18 to 25, is about 65 percent.

And at that point the only job that many of those young people believe that they can get that will put food on the table because now many of them have been unemployed out of high school six or seven years, is to sell drugs. And they don't like doing it.

They don't want to be doing it. But they'll look you right in the eye and say, give me an alternative.

I think we're looking at a very multi-faceted process and problem and it's going to take a lot of attention in a lot of areas whether it's jobs or latch key programs, recreation, child care.

And I will have to say just finally in closing, we cannot afford any longer to avoid looking at the correlation between child abuse and drug addiction.

It is so high that if we don't begin looking at that kind of correlation and look at what's going to move the use away from needing those drugs, at the same time using law enforcement to slow the flow and cut the flow of those drugs coming in, of their availability, then I think that only one prong either one or the other will be unsuccessful. It's going to take both.

Mr. LEVINE. Ms. Goldberg, your testimony, not surprisingly, is solid, thoughtful, and far reaching and has been very helpful to this committee.

Ms. GOLDBERG. Thank you.

Mr. LEVINE. The range of issues you talk about all require much more serious public and Federal attention than they've been receiving.

And to separate the issues that you've outlined from the broader concerns with regard to drug abuse, is simply foolish, short-sighted and very narrow minded.

For you to broaden the scope of the hearing by raising the types of concerns that you have regarding the drug problem, is very helpful and constructive.

You do not frequently hear the kind of broad ranging scope in testimony that you've just provided.

I'd like to make one more comment and ask for your response. I have been very impressed by your organizing of the task force to save our children from gangs in the public schools. Your organization calls upon the schools, the business sector, parents, and the Government to work together in this absolutely vital area.

This project, as I understand it, targets preventing children from ever becoming involved in drug gangs is one of the most hopeful and important solutions to this broader problem that I've seen.

It might be helpful for the hearing record for you to outline briefly for my colleagues in Congress some of what you're doing in this very important area.

Ms. GOLDBERG. Thank you very much. Basically what we're trying to do is to take a look at the forces that have resources within the greater Los Angeles community and try to bring all of those resources to bear on the problem.

We have invited and are participating with more than 50 legislators at all levels of government. We are inviting and participating with corporate leaders as well as leaders of unions that have programs such as apprenticeship programs.

And we are participating with a very large base, of community based organization and parent and community organizations.

And really the idea is a very simple one. Each group meets separately to discuss what resources it has to bear on the problem and can bring to bear.

Sometimes it's money. Sometimes it's time. Sometimes it's local expertise. And also to take a look at what they think would be a multi-level attack on the problem around several significant areas, jobs being an important one of them and the other areas being latch key and recreation program, things, good things for young people to do as opposed to nothing for them to do.

And at the end of this process, the three groups will jointly together try to initiate a plan which involves the community, which involves the private sector, and which involves all levels of government in bringing resources to bear.

We remind people that it costs $2,900 to incarcerate a youth in this city for a year. Pardon me, $29,000, $29,000. Ten times what we spend to educate a child in this city.

And if they want to talk about dollars and cents, that it's a tremendous economy of scale to put more money in the front end than in the back end.

But if you don't want to talk about dollars and cents, you can also see a tremendous change in the lifestyle for all of us, if people have something productive, young people have something productive to do and that's really the focus of what we're doing.

Mr. LEVINE. Well, that's both a critical and exciting program and one for which you deserve a great deal of praise. I believe this program holds out real hope for people in this community, and I appreciate your filling in the hearing record on that program.

Ms. GOLDBERG. Thank you.

Mr. LEVINE. Ms. Goldberg, thank you again for all of your work and for your testimony.

Ms. GOLDBERG. My pleasure.

Mr. LEVINE. Thanks.

I'm now pleased to welcome Supervisor Ed Edelman to the witness table. Supervisor Edelman will complete this panel of musical chairs.

On a personal note let me mention that it's a real privilege and honor for me to welcome Ed Edelman here.

Ed is one of the public servants who I have admired the most for many years. He has not only been a leader in the critical area of drug abuse prevention for the people of our county but has been a leader in so many areas, developing far-reaching compassionate

policies, that it's hard to summarize those accomplishments in a short time.

But Supervisor Edelman, I'm pleased and very honored to have you as one of the witnesses at this hearing.

You are a man we owe quite a bit of gratitude for your work in this area and so many others. Supervisor Ed Edelman, I'm delighted to have you here.

STATEMENT OF ED EDELMAN, SUPERVISOR, COUNTY OF LOS ANGELES

Mr. EDELMAN. Thank you very much, Mr. Chairman, for you and your committee's efforts to organize this hearing on the narcotic and drug abuse problems that are increasing and what the role of the Federal Government should be.

Obviously we have a problem in this country. It's a national problem, not just a local problem. And it's a problem in my judgment that cannot be solved by law enforcement efforts alone.

I think when you talk, as I'm sure you will later in the hearings to Sherman Block, our sheriff and the police department of Los Angeles, Daryl Gates and his representatives will tell you the problem is beyond law enforcement to control.

It seems to me that we need some national initiatives in Washington that would put more emphasis and more resources on prevention rather than simply spending more and more money on law enforcement.

People talk about making arrests and putting the dealers in jail and so on. However, as long as you have a supply, as long as you have a need of people to use drugs, as long as you're going to have a demand for drugs, the supply will continue.

Some way there will be an effort to satisfy that demand. The cost may go up. Drug users will have to pay more, but until you reduce the appetite for drugs, you're always going to have a problem in controlling the supply.

So in my judgment we have to reduce demand. And I would like to see the Federal Government start supporting some innovative programs that we have initiated here in Los Angeles County.

I'm talking about the DARE program and the SANE program of the sheriff. These are programs designed to go into the schools at a very early period, elementary school, and educate the young people about the harmful effects that drugs will have on them in their later life.

We need more programs like this. We need these funded not just by local law enforcement or local cities and counties that are hard pressed, we need some national initiatives to cut down.

It's not enough simply for Mrs. Reagan, who I applaud for leading the fight against drugs, to say: "just say no". You have to tell people how to say no.

There's a lot of peer pressure, we know, in schools to experiment to try drugs and so on.

We need to have programs that tell young people how to say no. Then beyond that, Mr. Chairman, I think we need to recognize that the Federal Government has not kept pace with the help that they used to provide in terms of treatment beds.

We have many people who want to get into treatment to get off drugs. This is particularly urgent now that people who are on I.V. drugs, risking the AIDS virus being exchanged by the use of dirty needles.

It's very important that we get those people into drug treatment programs at the earliest possible time.

Well, we find out in Los Angeles County that we used to have 900 beds funded by the Federal Government. Now we have 600 beds.

And the demand for beds, the need for beds is greater today than it was some years ago when we had more beds.

The funding has been cut by the Federal Government over the years. So now people have to wait to get those treatment beds, five to six months.

Well, by then many of them may no longer continue to have that desire to get into treatment. I would say that another effort that we need to have at the national level is to get more funding into treatment programs.

Local governments are hard pressed, particularly county government in California. So I would simply urge you as chairman of this committee to consider those two suggestions in your recommendations that you'll make to your fellow colleagues.

Mr. LEVINE. Supervisor Edelman, thank you for your testimony and I hasten to add that I agree with you fully.

I think that these are areas that have been very badly neglected and, without disparaging the motives of anybody who provides good rhetoric, you need more than the rhetoric.

You need significant resources and this is an area where the Federal Government needs to have a resource commitment as well as simply a statement that sounds good.

I'm also pleased to mention, in response to your recommendations on the DARE and the SANE programs, that I've introduced legislation which provides national attention to the DARE program.

Both DARE and SANE have done extraordinarily important work in this community and the legislation that I've introduced which will create a national DARE day will be enacted when Congress convenes after the Labor Day break in September.

Let me just ask you one brief question. It has been estimated that Los Angeles ranks first in the nation for cocaine as well as for PCP consumption.

Additionally local health care workers have estimated that 45 to 50 drug addicted babies are born each month in Los Angeles today.

I would be interested in your assessment from the county point of view as to what are the most pressing personnel needs for the Southern California drug enforcement community to the extent that you're able to identify personnel needs for this community. Where would you identify those as being?

Mr. EDELMAN. Are you talking about law enforcement?

Mr. LEVINE. Not necessarily. County personnel in general. Is it law enforcement? Is it health related? Are you able to identify certain areas that the drug problem leads to in terms of additional

personnel assistants across the board, not necessarily exclusively in law enforcement but including law enforcement?

Mr. EDELMAN. Well, if you are looking for an answer now, I'm not sure I can precisely give it to you but we would be happy to supply the committee with a more definite answer.

But certainly in the programs I just related, financial resources are needed in addition to more personnel. Are you talking about paying for county personnel or are you talking about requesting additional Federal personnel?

I'm not clear as to precisely what you're asking on this question.

Mr. LEVINE. Well for purposes of this hearing, we're thinking in terms of whatever Federal assistance might be helpful.

Mr. EDELMAN. So Federal funds or Federal personnel?

Mr. LEVINE. Right. Federal assistance or Federal personnel.

Mr. EDELMAN. Well, we need money for drug treatment beds.

Mr. LEVINE. As you indicated in your testimony.

Mr. EDELMAN. As I indicated, that's number one. Number two, it would seem to me that we need resources, not necessarily personnel but resources to fund the DARE program and the SANE program to make it city-wide or county-wide and to make it in fact statewide and even to make it national.

So that of course relates to funding because usually local law enforcement will provide their own personnel.

As for law enforcement personnel, I would defer to people like the District Attorney, the Sheriff or the United States Attorney as to what further resources they feel are needed in law enforcement.

I know that the Drug Enforcement Administration, I'm sure, feels that they need more resources. But underneath all of these law enforcement resources must go some equivalent commitment to prevention, to make sure we reduce the demand and not continue with the supplying of that demand.

I think that that's critical. We need that target in a way that we haven't done before in this country, getting at the demand side of this problem.

Maybe we need more educational television spots that could be produced by the firms that have done very good ads for the Armed Forces. Join the Army, Join the Navy, you see these wonderful ads that the Federal Government pays millions of dollars every year, beautiful ads.

Join the armed services. That's great. It's terrific. While we have a volunteer Army, you need that. But we also should have some commitment of funds to get things that kids can watch on TV so that they can see the dangers of drugs.

And we need to send that message throughout our society not just in our schools. Schools can only educate six hours a day.

It's what goes on after school when the kids are watching TV or at home. Parents need to get help so that they can determine if their kids are on drugs.

There needs to be programs to help families. One would have to look at a multitude of programs. But certainly the few that I've suggested could be a start and maybe could be tried as pilot programs in some of the areas of this country where you have a very high use of drugs and a high arrest rate and so on.

You may not be able to do it at first nationally. It's too great a problem. Try to see how these programs might work on a smaller scale.

Mr. LEVINE. Again, thank you very much not just for your testimony here today but for your leadership on this area across the boards.

We really are grateful to you and I thank you again.

Mr. EDELMAN. Thank you.

Mr. LEVINE. That completes our first panel of witnesses and we will turn from this panel to our law enforcement panel.

Again we have some time juggling constraints here and we will do our best to accommodate them.

I'd like to ask Undersheriff Robert Edmonds, Deputy Chief Glenn Levant, Sergeant John Miehle from Santa Monica, Agent Mike Kaye from Redondo Beach to come to the witness table.

Gentlemen, welcome. I appreciate your being here. We will begin with Undersheriff Robert Edmonds.

I welcome you, Undersheriff, and I want to commend what you, Sheriff Block, and the Sheriff's department have been doing in this area.

I've been familiar with your work for some time. It's among the best in the country, and I am delighted to have you and we welcome your testimony.

Again, as with the first panel, any prepared remarks that any of you have will be incorporated for the record. You're welcome to either work from your prepared remarks or provide whatever summary you would like to provide.

STATEMENT OF ROBERT EDMONDS, UNDERSHERIFF, LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

Mr. EDMONDS. Thank you, Congressman and I bring you regards from Sheriff Block and his regret that he was unable to be here today.

But I'm very pleased to have the opportunity to speak to your committee and through you to the Congress of this nation.

Today, Los Angeles County is known as the gang capital of the United States, a title that we are obviously not very proud of.

But it's a distinction that is difficult to deny when we have over 650 gangs with an estimated membership of 70,000.

Street gangs have been a fact of life in Los Angeles County for generations. The growth of these early gangs into the insidious cancer that they are today is sadly the result of benign neglect.

For many years, we in law enforcement have joined with the unfortunate victims of senseless gang violence in pleading for funds to attack the problem.

In 1987, 387 people died in Los Angeles County streets at the hands of street gangs. That's a significant increase when compared to the 328 that died in 1986.

A significant number of people have been seriously injured, many of them innocent bystanders.

Millions of dollars are being spent each year to pay for medical expenses for victims, incarceration for gang members, and welfare payments to citizens who can't find jobs because industry moves

from the inner city to protect their employees and clients from gang violence.

Our gang investigators and homicide detectives spend a lot of time in gang infested areas. Warring gangs perpetrate murder and violence on the citizens of the county.

You can chalk it up to turf wars, drug gang connections, or whatever other causal factor one might like to speak of.

Our personnel feel the ever present fear that lurks in nearly every household. These investigators see the fear in the eyes of parents and children as they try to gather facts on yet another killing.

They are also witness to one of the most diabolical paradoxes of our time, the virtual internment of people who live in gang areas.

Citizens living in gang areas have a limited freedom of movement. They cannot speak freely. They cannot associate with whom they wish. And their property and their lives are at great risk.

Gangs have effectively made their turf a region where our constitution is null and void, where civil rights have been suspended.

The impression given by the media is that gangs are fighting each other over drug turf. It's an over-simplification of the problem.

Black gangs, specifically the Crips and Bloods are mortal enemies and will kill each other on sight whether drugs are present or not.

However, the significance of the drug involvement should not be overlooked. Since the real contribution to drugs to the overall gang picture is one of affluence.

Drugs allow these youthful thugs to purchase sophisticated firearms such as the AK–47, a communist bloc manufactured military type assault rifle.

This is the weapon of choice by the black street gangs. With such weapons as these, gangs can now annex large areas of our county.

As the members of this committee are aware, the cancer of the gang/drug connection is spreading. Some of the more organized gangs are now beginning to set up in operations in California cities such as Sacramento, Bakersfield, Fresno, and Oakland, and in the process, have doubled or tripled their drug profits.

Los Angeles County remains their source area and continues to serve as the headquarters of their operation. The more enterprising gang members have taken their deadly show on the road to cities like Dallas, Cincinnati, Salt Lake City, Kansas City, Shreveport, Seattle which are proving to be lucrative targets and within the reach of our county's local gang.

As previously stated illegal narcotic trafficking provides these thugs with tools they need to continue their activities.

Narcotics, especially cocaine, continues to flow into Los Angeles County at ever increasing rates despite the combined efforts of Federal, state, and local law enforcement.

Although we are making some of the largest seizures in history, the quantity available on the street has not really diminished.

Reduced prices have created an even broader clientele. An example of this is the fact that the price of cocaine in Los Angeles three years ago was $40,000 a kilogram as compared to today's price of $12,000 a kilogram.

During the first quarter of this year, the L.A. County sheriff's department alone seized 1,884 pounds of cocaine, 24 pounds of heroin, 1,333 pounds of marijuana, and 28 pounds of methamphetamine for a total of 3,274 pounds of illegal drugs.

That's compared to our total seizure in 1987 of 4,700 pounds.

In addition there has been a significant increase in weapon seizures. And a third part of the equation is the staggering sums of money that have been seized.

This is a good indication of the vast amounts of drug monies available on the streets today.

In 1987 our department seized $26 million, $382,000 of drug money and in 1988 thus far, excuse me. Through April 30, we've seized over $11 million of drug money.

I've given you a brief overview of the problem. The L.A. County sheriff's department along with the local law enforcement community continues to utilize every possible asset and program to stem the tide of gang narcotics proliferation.

We are at war literally with those in other countries who supply the illicit trade that fuels many of these problems.

Sheer logistics and geography hinder local law enforcement in its efforts. The Federal law enforcement community, the Drug Enforcement Agency, Customs Service, and Immigration and Naturalization Service continue to be partners with us in the effort.

But even more is needed in narcotic interdiction. We recommend that one, you continue and expand a national narcotic border interdiction service known as NNBIS.

Bring the full United States military logistical and technical support of law enforcement into the battle against narcotic interdiction.

And please note I said logistical and technical support. We need that. We can handle the law enforcement side.

Expansion of Operation Alliance so that their coordination expertise in border interdiction efforts can be utilized by more agencies.

Continued use of seizure funds to provide additional investigators utilizing the ill gotten gains of drug traffickers' rather than taxpayers' money.

Establish a criminal information communication system accessible through the National Crime Information Center where local law enforcement nationwide can access local gang related tracking systems.

Support the proposed formulation of a joint Federal task force to interdict narcotic trafficking in the Los Angeles area.

It's membership should include the Los Angeles sheriff's department and the Los Angeles police department and could be modeled after the South Florida drug task force.

Enact legislation to effectively manage the proliferation of high powered semi-automatic assault type weapons which have become so popular with street gangs today.

Require a 15-day waiting period similar to that for hand guns in order to purchase any firearms.

It is obvious that we are in a state of crisis when it comes to street gangs and narcotics in this county. What was once perceived as local narcotics problem has long been a national narcotics prob-

lem and now the violence of street gangs has been added to that equation.

We must allocate all available resources to win this war. We have seen the cancer spread and grow. Now is the time to support those dedicated law enforcement officers on the front line with everything they need to eradicate this malignancy.

Then and only then can we return the communities to our people. If we lose the war, we lose not only our next generation but future generations as well.

The bottom line of all of this rhetoric today is our children and their children and the very rights and freedoms guaranteed by the Constitution for all of us. Thank you.

[Statement of Mr. Edmonds appears on p. 65.]

Mr. LEVINE. Sheriff Edmonds, your testimony is powerful and persuasive. And I am grateful to you for it.

I think that the context in which you put this that nobody's Constitutional rights are safe unless these issues are dealt with, is a very important context that needs to be emphasized. I am grateful to you for it.

I'd just like to ask you a few questions about the content of your testimony.

In your testimony you emphasized that you were talking about more Federal logistical and technical support and you indicated that the law enforcement community here can handle the law enforcement issues, but more logistical and technical support is needed from the Federal Government.

Would you mind breaking that down a little bit for the committee hearing record, spelling out what you mean precisely by logistical and technical support versus law enforcement activities?

Mr. EDMONDS. I'd be glad to. I'm constantly concerned that every time we approach the Department of Defense and ask for some assistance, we hear a lot of rhetoric that they shouldn't be involved in law enforcement activity.

And I'm trying to get past that in saying we're not asking the military to get involved in enforcement of law enforcement activity in California or anywhere else.

One of the major reasons Operation Alliance is up is to try to bring some resources together out of the Federal law enforcement community to begin to address the border problem at Mexico and the United States border.

We in law enforcement and local law enforcement here in California are prepared to do a lot more than we've done in the past to react to intelligence information, to support the monitoring activities at the border if in fact we can get that kind of support.

And I'm talking about sensing devices, tracking devices, military technology that will tell us what's going on across that 2,000 miles between here and the Gulf of Mexico.

All across the California border, all across Arizona, New Mexico, and Texas and they don't have to react to what they see or what they report to us.

Local law enforcement and Federal law enforcement is fully prepared to react.

Mr. LEVINE. Do you want Federal assistance in the operational activities of these monitoring devices or do you want the technolo-

gy turned over to local law enforcement so that local law enforcement would handle it from start to finish?

Mr. EDMONDS. No. We want the military to operate the devices, to do the work, to provide the information and let us react.

Mr. LEVINE. That's very clear and I appreciate having that. I think that's a helpful distinction for some of my colleagues to have on the record.

You talked about something that I feel very strongly about and very much welcome your testimony on, which is the importance of an approximately 15 day waiting period for some of these semi automatic weapons that have become such a scourge around the country as well as in this particular community.

Do you know whether any of the national law enforcement groups either have taken a position in support of this type of a waiting period or would be willing to take a position on this?

Mr. EDMONDS. I think virtually all would be willing to support that kind of waiting period. We in law enforcement have to live with guns that are on the street.

Our people out there are getting killed. Our people out there are on the edge all the time over these kinds of weapons.

And 15 day waiting periods are not registration. It's merely a process and anyone that needs a weapon of that sort certainly can wait 15 days to acquire it.

Mr. LEVINE. Well, let me simply respond very immediately and directly to that suggestion. This is something that I will pursue along with some of my colleagues and I will be getting back to you, not just for your own support but for trying to energize the support of some of the national law enforcement groups on this as well.

It's a critically important issue. I welcome your suggestion on it. It's one that I hope will develop some momentum in Congress.

Mr. EDMONDS. We'll try to help.

Mr. LEVINE. Finally let me just ask you one other question before you have to leave. I have heard testimony from a range of law enforcement officials in the Southern California area that the successes of the drug task force in South Florida has had an unintended but nevertheless significant indirect consequence of causing some of the drug traffickers to move to the Southern California area.

That the Feds have essentially convinced some of these bad apples to stay out of South Florida, and instead they've come to our backyard.

Do you have indication either anecdotal or evidentiary that the drug task force in South Florida has had an impact? And I'll ask this to the other law enforcement officials also after you testify.

Mr. EDMONDS. In 1983 shortly after the South Florida task force was in operation, I traveled there with some of our narcotic people to look at the operation down there.

Because we were becoming aware even then of some Colombian activity here in California and Los Angeles County. And the reality of it is, is that the drug trade is so profitable that when you create a problem for them somewhere, they're going to figure out other ways of involving themselves and continuing to involve themselves in drug trafficking.

We knew of course that there were direct lines coming out of Miami to California even before the task force was in place down there to traffic the drugs here.

Yes, we did see direct indications that when the pressure was on down there, they began to move operations here and we began to interdict and to deal with some of the players coming indirectly from here instead of South Florida.

But that says to me that we got a better shot at some of those people because they had to deal with new turf, with new processes that were not in place.

And we got some insights and some arrests and some seizures that we probably wouldn't have gotten if South Florida wasn't in place.

And I think there ought to be a lot of South Florida's. I think we ought to keep the drug traffickers off balance continually and play with their minds as much as they play with our minds.

Mr. LEVINE. On that score, what would you anticipate the impact of a strengthened, meaningful, Southern California task force to be in terms of drug interdiction?

Mr. EDMONDS. One of the results would be that we would have some significant seizures. And the second would be, they would have to start looking for someplace else and put them off balance again.

That means that there is, in essence, two major drug task forces, Federal type working that the major drug lords are going to have to sit and stew about. And that's exactly what we ought to do to them.

Mr. LEVINE. Let me just ask you one other question. Your answers are so interesting that I keep holding you here to follow up with other questions. This will be the last one.

You've made a reference to evidence of Colombian activity that you identified in 1983. To what extent are you able to identify for this committee any connections between L.A. drug gangs and international drug cartels?

Mr. EDMONDS. There is certainly a lot of intelligence information in the law enforcement community relative to the international cartels.

I would suggest that your Federal law enforcement community has the best feel for that and can give you some very good feeling for that kind of involvement and activity.

Mr. LEVINE. Undersheriff Edmonds, thank you very much. Please give my best wishes to the sheriff and I appreciate him sending you here today. Your testimony was really helpful to this committee. Thank you.

Mr. EDMONDS. Thank you very much.

Mr. LEVINE. We will move from the County of L.A. to the City of L.A. And I'm very, very pleased to welcome Deputy Chief Glenn Levant who has become a regular at the drug related activities that we've been trying to focus the Federal Government on.

He has been a marvelous administrator in Southern California with regard to the drug interdiction. The L.A.P.D. has been a real champion in terms of focusing attention outside of the Los Angeles area on the need for the Federal Government to become more visi-

ble and more involved with Los Angeles and Southern California drug problems.

I'm very pleased that you're able to be here, Glenn, and I welcome you and am looking forward to your testimony.

As I indicated before you got here, any formal statement will be provided for the record. Feel free to proceed with your statement or with other remarks.

STATEMENT OF GLENN LEVANT, DEPUTY CHIEF, LOS ANGELES POLICE DEPARTMENT

Mr. LEVANT. Thank you very much, Mr. Chairman. I welcome the opportunity to speak before your committee.

Of course the very reason for the committee is because of the demand for narcotics in the United States today. It's a simple equation of supply and demand.

And as you know if there's no demand for narcotics, there will be no market for manufacturers of various types of local chemicals or for importers of narcotics from foreign countries to sell their products in this country.

Narcotics as I'm sure you're well aware of, Congressman, are in epidemic proportions in this country. Therefore, as a national strategy, we must do something more than slogan against the problems of reducing the demand for narcotics.

The long range answer to the drug problem in this country is through educational systems that will reduce the demand for narcotics.

And there are several such model programs in place across the country, one of which I know you're aware of is the DARE program, the Drug Abuse Resistance Education, which is in place in 44 states across the United States today and will be recognized by a joint House, Senate resolution on September 15 announcing national DARE day.

But educational programs are going to take decades to make really impactful results in the United States.

And in the interim what we must do is we must marshal all of our Federal resources into the true national war on drugs.

And to that end, we have several suggestions on behalf of the Los Angeles Police Department that we think would be quite helpful.

One thing is that in response to your question to Undersheriff Edmonds, we do have specific information that trafficking patterns have changed in fact since the creation of the South Florida task force.

We know now through our good friends in the Drug Enforcement Administration, and I stress that the level of cooperation between our local agency and the Federal agencies is probably at the highest level it has ever been in the history of local law enforcement. Trafficking patterns have changed now. And Los Angeles can now be considered a major transshipment point from the various countries in South America that produce cocaine across Mexico into Los Angeles.

L.A.P.D. in cooperation with other agencies have made many, many seizures in the thousands of pounds of pure cocaine from Los Angeles destined to other parts of the United States which verify

our intelligence information that this is in fact a transshipment point.

We then counted up the number of Federal resources that the 39 separate Federal agencies that are involved in narcotic work are involved in.

And we counted up all of the agents in all of these 39 Federal agencies and low and behold, we discovered that the Los Angeles Police Department, with half the number of police officers as the Chicago Police Department, has twice as many narcotic detectives as the entire Federal Government in the Los Angeles area.

Los Angeles is getting the short end of the Federal stick in the allocation of resources to help local law enforcement agencies in our war on drugs.

If in fact there is a Federal war on drugs, it's yet to be discovered west of the Mississippi River. To that end we endorse the expansion of a Los Angeles based Federal strike force to assist local law enforcement agencies in helping to interdict the flow and the distribution of narcotics in the United States.

We have some specific recommendations as to the staffing levels of the various Federal agencies that I think that we deemed we could logically work with in the Los Angeles area.

First of all, I'd like to say that it's a little awkward for the Drug Enforcement Administration to not be at the same Federal level as the Federal Bureau of Investigation.

And one recommendation that we would make is that the DEA be given the same status as the Federal Bureau of Investigation and be at the same operating level.

The second recommendation is, is that there has been much national talk about a drug czar in this country.

But with 39 Federal agencies involved and a cabinet of seven members, really if we're going to have a war directed by a commander in chief, it is our view that at a national level the President of the United States must designate someone to coordinate the cabinet and to coordinate all of the Federal agencies on the war on drugs.

That I understand will be a very long and involved process.

Specifically in the Los Angeles area, the Coast Guard has a choke point that's a little bit different than South Florida.

The choke point in Los Angeles is from the Hawaiian Islands to San Pedro. The United States Coast Guard could use a minimum of 100 different agents that are assigned specifically to narcotic interdiction duties.

The United Customs Service needs agents to handle our ports, our airports which are major transshipment centers. They need a minimum of 200 additional positions in the Customs Service dedicated to interdicting the narcotics that are smuggled in.

I mentioned the Drug Enforcement Administration. The local office of the Los Angeles area has recently committed their maximum of eight DEA agents to a Federal strike force to go along with the 400 Los Angeles police detectives that are involved in the process.

We believe that the Drug Enforcement Administration in Los Angeles needs a minimum of 60 more agents immediately to help local law enforcement agencies in our local war on drugs here.

Additionally, the F.B.I. has recently announced that they've been unable to assign any new agents to the drug problem in Los Angeles, but must re-assign agents from other duties. We would certainly hate to see them taken away from other primary investigative positions.

We believe that the F.B.I. needs 50 more positions for assistance with local law enforcement agencies in the drug problem in Los Angeles.

The United States Marshal Service is very helpful with this in the asset forfeiture and in the maintenance of the proceeds of drug criminals.

They need an additional minimum of 20 positions dedicated and earmarked specifically to the asset forfeiture program along with clerical support in order to assist local law enforcement agencies in using the very good Federal forfeiture laws that are really the only thing that are helping the local agencies fund the war on drugs.

Additionally, the INS has an involvement role. And they should be contacted as to their needs as to additional agents as are the ATF, the Alcohol, Tobacco, and Firearms who handle the deadly weapons, the machine guns, the sawed off weapons that drug cartels are using.

Now all of this enforcement does no good whatsoever unless we have a place to put the criminals once they're apprehended.

And to that end, in Los Angeles we recommend that the United States Attorney's Office be given proportionate staffing of additional deputy United States attorneys as well as the paralegal and clerical support that goes along with it in order to process the heavy volume of cases.

The United States Attorney, Mr. Bonner, has been very cooperative and has been maximizing his efforts to the greatest degree of his abilities but he is woefully lacking in resources and desperately needs those to assist us locally.

And lastly, there are no jails to put people into until our prevention programs work. There is legislation pending that would fund new Federal penitentiaries and certainly we in local law enforcement wanting to make full use and the best advantage of the very good Federal laws that are on the books now, need to have the Federal prison capacity in order to put these traffickers into until educational programs are successful in reducing the demand for drugs and we get our country home free.

I would like to point out one other thing too. And that is, that cocaine from South America is not the only problem that there is facing this country.

It's getting all the publicity now, crack on the east coast or "rock" in Los Angeles. But Los Angeles is the PCP capital probably of the west coast.

And as you know from your Washington visits PCP is a very popular drug of choice there. You can make PCP with a home chemistry set with chemicals that are readily available in this country.

Also the United States produces almost a quarter of the world's marijuana crop and because of our agricultural advances the THC content of the locally grown marijuana rivals that of the hashish of the 1960's.

We need stricter laws re-criminalizing marijuana growing and the possession of marijuana.

It is ludicrous to think that in California, for example, someone can be in possession of 50 marijuana cigarettes with a THC content of 18 percent and still get a traffic ticket infraction with a $40 fine in court. It makes no sense whatsoever.

We do welcome the strike force concept. We think that it has had a significant impact in South Florida and we're wondering why the entire Congress hasn't taken your lead, Congressman, in recognizing the need for it in Los Angeles.

Our drug seizures in the Los Angeles area alone are $3 billion street value worth of cocaine a year. We're up to our ankles and we're in danger of sinking below our noses in this epidemic.

And unless we get the Federal help, we can't do the fight alone. Thank you for the opportunity for the testimony.

[Statement of Mr. Levant appears on p. 75.]

Mr. LEVINE. Chief Levant, thank you again for your help on this critically important issue. Listening to your testimony and listening to you outline the needs, cause me to recall back the press conference that you and I and Sheriff Block had when Congressman Berman and I introduced H.R. 4826, legislation that spells out the quantity of help as well as the coordinated effort that you outlined in your testimony.

It's my hope that, although the formation of the new DEA task force is an important first step, it will only be that. It is vital that the Federal Government provide the numbers that you've outlined. Thank you again for your testimony.

Let me make an administrative announcement. At the end of this panel, I'd appreciate if the three law enforcement officials could wait and I will direct a handful of questions to each of you at the end.

I'm pleased to announce that prior to United States Attorney Robert Bonner's testimony and that of the DEA office from James Bramble, the assistant special agent in charge, we will have two very distinguished members of the Los Angeles City Council, Councilman Gil Lindsay, and Councilman Nate Holden, who will present their testimony as well.

I'm very pleased that Councilman Lindsay and Councilman Holden are here and will be able to testify before this Congressional committee between the law enforcement panel and the final panel that we'll be having.

Let me now move to Sergeant John Miehle. Correct me if I'm wrong in the pronunciation of your last name, from the Santa Monica Police Department.

It is a pleasure to welcome Sergeant Miehle here and to call upon you, Sergeant, for your testimony.

STATEMENT OF SGT. JOHN MIEHLE, SANTA MONICA POLICE DEPARTMENT

Mr. MIEHLE. Thank you, Congressman Levine. I bring regards from the Chief of Police in Santa Monica, James Keane, who has worked with you on the state level as well as the Federal level.

He couldn't be here today because of other engagements.

Mr. LEVINE. Please give him my regards as well. I hold him in very high esteem.

Mr. MIEHLE. I'm a 15 year veteran of police service and I'm here today representing not only the City of Santa Monica but all of the people of California being a resident and a native myself.

I'm here representing families. I grew up in the San Fernando Valley when produce was probably the biggest product.

Now it's rivaled by drugs. I don't think growing up in the San Fernando Valley, I ever in my wildest dreams figured that someday I would be sitting here talking to you about the problems that we have dealt with today by all of these agencies that have spoken so far.

I never dreamed that I'd lose a nephew to drug abuse. That was 20 years ago. Rather than drug abuse being on the decline, it's on the rise.

I don't think I ever dreamed that police officers in the State of California and certainly Southern California would go to work everyday, put on their own automatic weapons, bullet proof vest, clubs, and everything else to fight gangs in the streets who now are equipped and better armed than we are.

As was brought up earlier this morning at this particular conference, just blocks from here, eight people were shot down with an AK-47 assault rifle less than 12 hours ago.

That's becoming a daily process in Los Angeles. I managed to raise two children in this area and they avoided drug abuse.

They were teenagers and I was worried about teenage drug dealers. I now have grandchildren and I'm worried about drug dealers in elementary schools.

Some parents deal drugs. There was a lady convicted just the other day from the San Fernando Valley who was using her children as runners to deal drugs and deliver her product.

There is truly a sense of need right now and we need help from the Federal Government.

I'd like to thank you and Congressman Berman for introducing the legislation which led to the creation of the Southern California task force.

It's a good starting point but I think we're here today to agree that it is just a starting point.

Much more Federal help is needed. The abuse of drugs is not a new problem. Resulting legislation from that abuse is not new.

A Congressional report in 1909 addressed the loss of life and fortunes to cocaine addiction.

Legislation in 1914 made cocaine illegal. Marijuana use was on the increase. And in 1937 marijuana legislation was enacted making it illegal.

When I was a child marijuana use was a felony. Now as Chief Levant brought up, it's an infraction. You get a citation.

Has this and all the subsequent legislation regarding all kinds of drugs made the drug problem go away? I don't think that that even deserves an answer.

Legislating laws is the easy part. Commitment to enforce these laws to the fullest extent has proven to be the toughest part.

As a nation, we lead the world in drug abuse and the use of drugs. News stories report alarming accounts on a daily basis.

Almost one-third of all children in the United States use illegal drugs. 50 percent of the high school students in California have tried drugs by age 11.

And even closer to home, juvenile arrests in Los Angeles in the period 1980 to 1985 rose 443 percent.

I mention children as all of the other agencies have here today because they're our future.

We've become a permissive society. There's a whole generation that was raised in the 1960's and '70's which grew up thinking drugs were no big deal.

You can get Government jobs and private sector jobs requiring trust and skill even if you previously have used drugs.

Fifteen years ago when I joined the Santa Monica Police Department, you could get Government jobs if you used marijuana once or twice.

A short while later, the screening criteria focused on drug use within a year in a year preceding hiring. Now I hear of employers, both Government and private sector employers, hiring people who have used hard drugs previously in less than a year, sometime within a matter of months.

The time has come to draw the line especially for those of us in law enforcement. We need to get tough with drug dealers and cut off their supply at the source.

We need to change attitudes with an aggressive prosecution program and prosecute to the fullest extent of the law.

This will take a greater commitment from all of the agencies involved including the Federal Government. The Federal Government must increase its resolve by devoting additional manpower and resources.

When talking about manpower, the first thing that always come up is what is the cost. Well a figure quoted on socioeconomic costs when dealing with traffic deaths is $350,000 per traffic death.

Socioeconomic costs take into consideration investigation time by enforcement agencies, loss of a person's work contribution to the economy, taxes paid by those victims and the resulting costs of Government to aid the family.

The cost for drug victims, both dead or alive, and I submit to you that most drug victims that are alive are merely dead people who are walking around, that cost to society is certainly more.

It certainly must be less expensive to enforce the law and prevent this needless waste of humanity.

Federal help has to be increased. Los Angeles County has in excess of 50 law enforcement agencies all trying to deal with the problem in their own specific area, and at times, together.

One agency must take the lead in coordinating this effort and the Federal Government has a more varied enforcement capability.

This includes the Coast Guard, Customs Service, INS, F.B.I., Bureau of Alcohol, Tobacco, and Firearms, United States Marshals, United States Attorney's Office and the DEA.

They're severely understaffed as are our local police agencies. However, we need the help just like they got in South Florida because now we've inherited their problem.

One agency that was mentioned earlier was the Coast Guard. I understand and at least I have been told that operating costs for the Coast Guard have been cut.

I don't know if the impact of that is clear fully to the people. It would be like putting a police car at the station and having it sit there until called for help.

They need to be out there. They need to be present. And they need to do be doing checks on the drugs and drug trafficking that's taking place on our oceans as well as the enforcement efforts that take place at the border.

I agree with every agency that's been up here so far and support all of their recommendations. Thank you for the opportunity for speaking.

[Statement of Santa Monica Police Dept. appears on p. 120.]

Mr. LEVINE. Sergeant, thank you, again, for your helpful and cogent testimony and for the recommendations that are going to be very important to my colleagues on the committee.

I'd like to now call upon the final member of this panel, Agent Mike Kaye, from the Redondo Beach Police Department.

Welcome, Agent Kaye. We appreciate your testimony here today.

STATEMENT OF MIKE KAYE, REDONDO BEACH POLICE DEPARTMENT

Mr. KAYE. Good morning, Mr. Levine. I bring regards and regrets from my boss, Chief Roger Moulton, who couldn't be here today because of prior commitments in Sacramento.

He had asked me to come and address you today and I must say that I'm certainly out of my element here among these very distinguished speakers being the only street level narcotic enforcement officer.

And I certainly must apologize if my presentation is not going to be as eloquent as those that have come before me but I am a street cop, and I'd like to address my remarks from that level.

I've had approximately 15 years of law enforcement experience in Redondo Beach and I've been assigned to narcotic enforcement since 1984.

Quite a great deal has changed in those few years since I was first assigned to narcotic enforcement.

Back when I first started our routine cases generally involved local individuals who sold or possessed relatively small quantities of cocaine or other controlled substances.

It was an unusual situation to see pound or kilogram quantities of cocaine. At that time, the big cases were being made in the Miami and South Florida areas.

Federal agencies, task forces, and joint investigations between Federal and local agencies in Florida were constantly making headlines with the seizures of large quantities of cocaine and the arrest of individuals from Colombian cocaine organizations.

At that time, the Southern California law enforcement community was glad that the Colombian cocaine problem was on the other side of the country.

We had our hands full within our own jurisdictions just trying to keep the lid on the smaller, local level problems.

Well, now things are different. The headlines are now being made in the Southern California area. Seizures of large quantities of cocaine and drug tainted currency are becoming an everyday occurrence in the Los Angeles area.

Street homicides, drive by shootings, and gang violence have skyrocketed, fueled by the lure of profits from cocaine sales.

The street price of quality cocaine has dropped dramatically to its lowest level ever.

The Colombian cocaine problem has arrived and it's become deeply entrenched in the Southern California area.

Our ports, highways, and airports are attractive transshipment points for literally tons of cocaine imported from Colombia.

Stash houses, where large quantities of cocaine are stored pending transfer to couriers or dealers, have become commonplace and can be found in almost every community in the Los Angeles area.

It should be no surprise that the increase in illegal narcotics activity cannot be controlled with the already limited resources available to state and local agencies.

It's been my experience that most local agencies in the Southern California area recognize the need for increased narcotic law enforcement but are unable to commit sufficient resources to adequately attack the overall problem.

Most Southern California police agencies are short of manpower throughout their departments and are having trouble recruiting qualified personnel for their patrol function much less for their narcotic enforcement activities.

The size of our department's narcotic enforcement bureau has doubled since 1984. But we can still only moderately impact drug users and sellers within our own jurisdiction.

We certainly do not have the resources to attack the bigger problem of cocaine smuggling and distribution in our area.

The narcotic problem in this country has no jurisdictional boundaries. Cocaine traffickers are not limited by borders between countries or states or by lines between county or local jurisdictions.

The war cannot be fought by local law enforcement agencies who are often limited geographically by the municipalities that they serve.

In your own words, Mr. Levine, we need a coordinated interagency effort to fight the drug war.

I've had the opportunity to be involved in task force investigations where Federal and local agencies have cooperated to target major violators.

And I can tell you that this is the only method that can successfully investigate and prosecute Colombian cocaine traffickers.

Most successful cases are developed through lengthy surveillance and through long and complicated investigations.

These type of cases require massive resources, especially a huge commitment of manpower. Almost every local and Federal agency in the Southern California area is in possession of intelligence information or leads regarding drug traffickers which is not being pursued and which may never be prosecuted simply because there is not manpower available to investigate the information.

And this deplorable situation will not change without a new commitment by the Federal Government.

The Los Angeles gang task force created by your efforts is a step in the right direction. It's been a long time coming and I'm sure it's going to be a great success.

But as you yourself stated earlier, it's only a start. And it's certainly not a solution to the problem. The solution can only come with continued support from the Federal Government.

It's going to take the same commitment of manpower and resources to the Southern California area as that directed towards the problem in South Florida.

Because, make no mistake, the South Florida problem has moved to the west coast of this country.

There are currently more than 300 Federal law enforcement officers assigned in the South Florida area. There are only slightly more than 100 Federal officers assigned to the Los Angeles area.

This is a grossly unfair allocation of manpower which needs to be addressed. And the solution is not to move available personnel to new assignments. The solution is new, additional manpower added to the current complement of Federal agents, United States Attorneys, United States Marshalls, and Federal prison personnel.

The law enforcement community of Southern California needs support and assistance from the Federal Government. Our enforcement officers are spread much too thin.

Our courts and prosecutors are struggling with huge unmanageable case loads. And our county jails and state prisons are full.

We all know that the cost will be high and it will run into the millions of dollars, but the Federal Government made the commitment for the South Florida area and I'm sure that we all agree that the Southern California area deserves the same effort.

Cost figures don't take into account the value of human life and productivity lost to drug use everyday. And if I may quote you again, Mr. Levine, "the cost of not acting is so much greater".

Because we all know that there is still an army of narcotic traffickers who are going to continue to prey on our society.

We've fought quite a few battles. I've been involved in quite a few of them but unfortunately we've been out manned, out financed, and very unfortunately, out gunned.

But I know that with an increase in support from the Federal Government, we can start to win the war on drugs in Southern California. Thank you for this opportunity, Mr. Levine.

[Statement of Mr. Kaye appears on p. 122.]

Mr. LEVINE. Well, Agent Kaye, your chief whom I respect enormously couldn't have done it any better.

Mr. KAYE. Thank you very much.

Mr. LEVINE. First of all, on a personal level I want to convey both to you and Sergeant Miehle two things.

One is, please give my best regards to Chief Keane and Chief Moulton, and tell them that they sent people here who conveyed eloquently and from personal experience exactly what this committee needs to hear.

I'm grateful to you, and my colleagues in Congress are going to be grateful when they review the hearing record for providing in very clear, compelling language, your experiences, as a street cop, Agent Kaye, as somebody who's had the extensive experience that you've had, Sergeant, dealing with these problems, exactly how

urgent these concerns are and how badly we in Southern California need Federal assistance.

And so both of you have provided extraordinarily important testimony to this committee and I and my colleagues in Washington appreciate it.

In deference to the members of the Los Angeles City Council who are here, I am going to dispense with the questions that I had to ask this panel.

I may be back in touch with you for the hearing record with regard to some additional information that we might want answers to questions on.

But I must tell you in all candor that the testimony that both of you have provided has been marvelous and very, very compelling.

And I'm grateful to both of you and to both of your departments for sending you here. I thank you very much for spending the morning here with us and for the very significant help you've provided us. Thank you.

I'm very pleased to call to the witness table now two of the most distinguished public servants in this community, two men whom I've admired for a long time, Councilman Gil Lindsay, and Councilman Nate Holden.

I'm going to call on Councilman Lindsay first. I'm developing a greater deference to seniority than I've had in the past.

As you both understand, when you develop a little seniority, you start feeling more deferential to seniority.

Councilman Lindsay is a man whom I have admired as a public servant for many, many years. He has been a leader in this community with regard to drug and gang related issues, and with regard to a whole range of leadership issues involving the inner city and the broader community.

Councilman Gil Lindsay, I'm pleased that you're able to join us today and I'm delighted to call upon you as the next witness. Councilman Gil Lindsay.

STATEMENT OF GIL LINDSAY, COUNCILMAN, CITY OF LOS ANGELES

Mr. LINDSAY. Mr. Congressman, we certainly welcome you bringing this hearing to our community because it's quite necessary that you do something in Congress to alleviate the problems that do exist here in our great Los Angeles area.

Drugs and gangs have become a big problem in Los Angeles and all over the country. Yes, we need more police, more help from the Federal Government to fight the drugs and gang problems to law enforcement.

But we also need to give our young people some better alternatives. How can we expect our young people to stop dealing in drugs and getting involved in gang problems when they don't have jobs and when they don't have the kind of social programs which would show them a better alternative.

We need lots of help from the Federal Government to provide educational programs, jobs, and other social programs to our young people so that they will stay away from drugs and gangs.

If we don't eliminate the market for this kind of activity, we will never be able to stop it. I don't care how many police you put out on the streets and you are going to stop gangs and drugs unless the kids themselves are persuaded to give up drugs and gang involvement.

Law enforcement and educational and social programs go hand in hand in the fight against juvenile delinquency and the drug trade.

We have to treat the root cause of these problems rather than just trying to arrest more people and seize more drugs.

For each batch of drugs an agent gets there are probably five more that get by, they don't catch. For each gang fight or killing we prevent from our law enforcement efforts, there are many more which we cannot prevent.

Last year over 200 people died because of gangs. What it all boils down to is this, one way or another we're going to pay for the damage caused by drugs and gangs.

We can choose how we want to pay. Our society can either pay by being burglarized and shot at or we can pay by providing more funds for programs to divert our young people from drugs and gangs.

If we do this we will eventually get rid of this problem. But we need help from the Federal Government for these programs.

If we don't get help from the Federal Government to help our young people and we only concentrate on arresting kids, all we are doing is playing cops and robbers and pouring more money down the drain.

The City of Los Angeles has already spent a lot of money for police and for anti-drug and anti-gang programs. But we can't do it alone.

We need help from the Federal Government. Thank you for this opportunity to address this committee and Mr. Levine, we're happy that you've come to find out what the problems are and what you may be able to do for us in legislative programs in Congress that will alleviate the problems we have here.

I would say the No. 1 problem in Los Angeles and probably in the country is drugs and gang problems here. Thank you for the opportunity to come before you.

Mr. LEVINE. Councilman Lindsay, thank you for your eloquent testimony and for the leadership that you provide on a daily basis on this issue.

I must tell you that I am going to be quoting verbatim to my colleagues in Washington, several of the comments that you made, because you really hit the nail on the head.

You clearly summarize, the choices that the country has before it. When you say, "it all boils down to this, one way or another we are going to pay for the damage caused by drugs and gangs, we can choose how we want to pay".

I appreciate the very clear and direct way that you state the facts of this tragic problem. I agree with you fully.

I intend to quote what you're saying to my colleagues in Washington. I thank you again for your testimony.

Mr. LINDSAY. Thank you for giving us the opportunity.

[The prepared statement of Mr. Lindsay appears on p. 63.]

Mr. Levine.

I'm now pleased to call on an old friend of mine and a person with whom I share territory, Councilman Nate Holden.

Councilman Holden was a distinguished senior member of the State Senate when I was initially elected to the State Assembly.

He's had a long and distinguished career as a public servant at the county level, at the state level, at the city level and has had a very significant impact at the Federal level as well.

I am pleased to welcome a man whose district I share a little part of and who shares a little part of mine, City Councilman Nate Holden.

STATEMENT OF NATE HOLDEN, COUNCILMAN, CITY OF LOS ANGELES

Mr. HOLDEN. Thank you, Congressman Levine. I too join with Councilman Gil Lindsay in welcoming you to Los Angeles and bring this hearing to the community where it's really most needed.

I just stopped and heard you were in town and I do not have a prepared statement but I want you to know that I've been engaging in you might say real combat on this issue since I've been elected to the Los Angeles City Council.

I've been very supportive of the police department to begin with. I've discovered in the past year that we've allocated millions and millions of dollars for additional police officers and they are now on the streets as already been reported to you.

I've also supported something in the order of about $20 million last fiscal year for police overtime. And that has provided us a task force on the streets of Los Angeles to control gangs and also the influx of drugs.

At one point from time to time, we've had as many as 1,000 police officers at a given time on the weekends, during the week to round up the gang and gang members.

That's a task force. And at the same time we discovered very easily that the killing was going on, more drugs were being sold in our area and that task force was not helping very much because they had no control over our borders.

And so I introduced a resolution that was passed by the city council co-authored by Councilman Lindsay memorializing the President and the Congress to take an affirmative stand to control the influx of drugs in our community, stop all ships from Colombia. We know the source.

Do not allow them to dock in our harbors and their planes to land in our airports. It's not enough to say no to the kids on the street.

Yes, you've heard over and over again that we should have drug prevention programs, rehabilitation programs, better education programs, that's fine.

That's not going to indent the inertia of this evil which penetrates our community.

If Colombia were to drop a bomb on us we would be at war. And the amount of drugs that they put in our community, we are at war.

You know that. It's like looking in the mirror and talking to myself because I know you've been on this issue for some time.

The question is, how do we raise the conscience level of our colleagues who ought to be doing more than what they are doing.

As they sit passively by and allow it to happen, even permit it, do not ask a question. Is it genocide? Is it another holocaust?

They know that the killing will take place because they had a dry run in Florida. They had a dry run in Florida.

When the drugs came in the money was voluminous, more dollars, more killing, so they say, well, the way you want to kill these guys because there's no job for them, just give them some more drugs.

I talked to a deputy chief of the L.A. police department who confiscated, who impounded that is, two ships from Colombia. Held them for days with drugs aboard, and he got a call from Washington saying, release those ships.

Come on. What's going on around here? Do we need to appoint another special investigator to look at the cover ups if there are? Or, to let us know that there are not cover ups?

Do we need to know what's going on in Washington and where the protection is coming from if there is?

Could it be that it is protection? I mean it sure raises a lot of questions about integrity, public trust. And so I also introduced a motion asking that the city council support two very important pieces of legislation, Senate Bill 2538 and H.R. 4826 to create another task force in this general area for the purpose of suppressing the influx of drugs in our community.

And prior to that, I introduced a motion that was sent to the Fire, Police, and Protective Safeties Committee of which I'm vice chair, asking that we create a task force in our own area that is too much to ask of the police department or the sheriff department working independently.

And the other agencies whether it be—or Santa Monica working as independents to control the influx of drugs in our community.

I was informed that the Coast Guard was backing off. The drug enforcement officers were not in sufficient numbers to do the job and yet we need the most sophisticated equipment dedicated to resolve this problem of the influx of drugs in our area.

We need that kind of a task force and I will just read the last resolve.

> I move that the above named task force appear before the police department, move that the task force be created consisting of, the L.A. Police Department, the Los Angeles Harbor Police Department, the F.B.I., the United States Coast Guard, to strictly enforce all other law enforcement agencies not limited to but included therein.

The method of confiscating drugs in this area is antiquated. It's a joke. It's a mistake. Just the other day I read in the paper, and I was looking for it to bring it to share it with you, where they saw the drugs come in on the ship, they traced it all the way to its point of destination, and they confiscated the drugs and they apprehended two or three people.

But what about all of the other drugs that get away and end up on the streets?

If you know it's here and they lose—sometimes the beeper isn't working. These guys are pretty clever and that's why you need this task force to say, hey, let's stop it at the point of entry.

Let's not no longer take the chances of letting that drugs get through because we're not getting it all. And we don't get it all, there's more killings, more addiction, and more problems for the citizens of the City of Los Angeles.

That's a real problem. And so I ask of you, we do need more help. Do whatever you can to raise the conscience level of your colleagues and of the President of the United States who has absolute power to correct this problem.

It's not enough for him to get somebody to say no, we know what they're doing. They're letting it through. There's no profit in it and we all are being hurt.

And so we can't wage this fight alone. We don't have enough in our general fund. And I just kind of think it's a conspiracy to be very honest with you, not a bad method of law enforcement. Somebody's just not pushing the button where it should be pushed.

And I just thank you once again my friend, for coming out and allowing me to say those few words.

Mr. LEVINE. Well, Councilman Holden thank you very much. You have raised some extremely important questions that need to be considered carefully. I would expect you to raise these important questions because I know that you have consistently been focusing on those issues which haven't adequately been addressed.

I want to thank you for your resolution of support for H.R. 4826 which was successful, resulting in the initial creation of a task force.

I agree with you fully that the task force is only a first step, that the Federal Government needs to provide much more for Southern California and for Los Angeles than has been provided to date.

The testimony that you and Councilman Lindsay provided here today, with the testimony we've heard from law enforcement, and other community leaders, will be very helpful in focusing the administration and Congress on the urgency of providing more resources to this community.

We can't solve the drug problem alone in L.A. It requires Federal assistance. The Federal Government has provided that assistance to a much greater degree on the east coast and has not provided nearly as extensively as they should to the west coast.

The problems here are as great if not greater than they are in any other community. We have access by sea. We have access by air. We have access by land. And it's all being used to bring deadly drugs into this community with horrendous consequences for the people in this area and throughout the nation.

I welcome your testimony and will rely upon it as well as of that of Councilman Lindsay to try to energize my colleagues in Washington to provide additional assistance.

Mr. HOLDEN. Mr. Congressman, may I give you one quick note?

Mr. LEVINE. Please.

Mr. HOLDEN. From a banquet just yesterday, you said that the rules for foreign banks that are operating in this country are different from domestic banks.

Disclosure, the Trade Bill, the President rejected and the foreign national rejected the incorporation of disclosure in the Trade Bill which would give us information about where the money and investments are.

Now just think about how much money is being laundered through the foreign banks.

Every time, 99 percent of the time that we confiscate large amounts of drugs in tonnage, it's a foreign national that we get at the same time.

And the money they say, at least, is being laundered through the foreign banks operating in the United States.

Mr. LEVINE. This disclosure is essential. And I appreciate your mentioning that point. Councilman Lindsay?

Mr. LINDSAY. I need to say that we're very proud of our Los Angeles County delegation to Congress. You're really holding your own.

When you stand up and fight, we're back of you.

Mr. LEVINE. Thank you very much. We're very proud of our Los Angeles City delegation on the city council. Thanks very, very much.

Mr. HOLDEN. Thank you.

Mr. LINDSAY. Thank you.

Mr. LEVINE. Our final panel today will be a two person panel. We will have Gary Feess, Assistant United States Attorney, representing Robert Bonner, the United States Attorney for the central district of California.

James Bramble, the Assistant special agent in charge of the United States Drug Enforcement Administration.

I'd like to call both Gary Feess and James Bramble to the witness table. Gentlemen, I appreciate your patience. Last does not by any means imply least in this sequence of events.

We are looking forward to hearing your testimony and we want to commend both of you for the efforts that you and your departments have been making in terms of dealing with the urgent and tragic problems of drug and gang related activities here in the Southern California area.

Let me first call on Gary Feess, representing Robert Bonner, and thank you for appearing here today.

STATEMENT OF GARY FEESS, ASSISTANT U.S. ATTORNEY, CENTRAL CALIFORNIA DISTRICT

Mr. FEESS. Thank you, Congressman. Let me first of all pass on Mr. Bonner's regrets. He has had a very serious family emergency which has called him out of the office and precludes him from being here today.

He was looking forward to this opportunity. And let me also thank you for the opportunity to have our office address you.

I must say that when I got the call from your staffers back in the early part of the summer indicating your interest, I was delighted to hear that the California delegation at least if not the rest of Congress is interested and concerned about the very serious problems we have in this district.

Because I frankly believe that our problem here in the central district of California is probably the most serious kind of problem in the United States today.

I am not going to read into the record, Congressman, all my testimony that's in the prepared statement.

Mr. LEVINE. Your prepared remarks will be included in full in the record.

Mr. FEESS. Fine. I will go to that portion of it which addresses what is the most significant recent problem that we have had in the area of narcotics law enforcement in this district.

And that is in the area of the increasing role of Los Angeles street gangs in narcotic trafficking.

In the past four years, we've seen them increasingly involved in the processing and distribution of rock cocaine or crack.

Street gang alumni use sets or sub-gangs of the Crips and the Bloods to make street sale and to exert muscle.

Many of these gangs are using the proceeds of these illegal drugs to buy sophisticated firearms, like Uzis, AK-47's and AR-15's.

And that has exacerbated a long standing problem of gang violence in the community. More ominously I think, these emerging modern day gangsters have set up rock cocaine distribution outlets in cities across the country.

I can assure you that if these gangs are allowed to become entrenched nationwide in the drug distribution business that we are going to have a problem nationally on the scale that is going to be reminiscent of the Mafia in its heyday.

This is a serious problem. Rock cocaine has been recognized by Congress in the drug enforcement statutes as being a very dangerous drug, far more dangerous than cocaine hydrochloride because of the effect of its addicting capacity and the dangerousness of this drug to its users.

I'm advised that right now there are approximately 275 sub-gangs of the Crips and Bloods that exist in Los Angeles and most if not all of them are involved in some aspect of marketing crack.

Some of these sub-gangs or sets have or are in the process of setting up crack distribution outlets in dozens of locations across the country including Tulsa, Salt Lake City, Kansas City, Oklahoma City, Minneapolis, Phoenix, Nashville, Portland, and Seattle.

Let me illustrate the point. The United States Attorney's office in Seattle recently prosecuted and convicted several members of the "92 Hoover Street Crips" which is a Los Angeles street gang.

The principal defendant was recently sentenced to 25 years imprisonment by a Federal Judge in Seattle. And I've attached an affidavit that was made in support of a search warrant executed by Seattle police department and DEA agents in Inglewood, California, on May 11, 1988 as part of that case. And that is also part of the record.

The evidence in the Seattle case revealed that nearly a year ago, members of this Los Angeles street gang established three rock houses in Seattle.

They also established crack distribution outlets in Oklahoma City. The case also reveals other disturbing details that are characteristic of the phenomenon that we are seeing with increasing frequency in Los Angeles, the ready availability of illegal weapons, the large amounts of cash handled through these crack houses.

We were looking in that case, I think, at about $6,000 per day in the three crack houses and the fact that the money returns to Los Angeles where the source of illegal drug supply originates.

The United States Attorney's office in Kansas City has indicted a half dozen cases within the last four months that involve Los Angeles street gang members as defendants, a phenomenon that Federal and local law enforcement agencies there believe began late last year.

Those cases are being investigated under the auspices of the Organized Crime Drug Enforcement Task Force with participating agencies including Kansas City police, F.B.I., Bureau of Alcohol, Tobacco, and Firearms, and Internal Revenue Service.

And most recently just last week 20 members of the Los Angeles "Bloods" were arrested in Minneapolis, Minnesota in connection with the distribution of rock cocaine in that city.

While Federal law enforcement has traditionally aimed at high level interstate and international drug organizations, the Los Angeles street gang drug trafficking phenomenon requires a commitment of Federal resources to assist the Los Angeles Police Department and other local law enforcement agencies in this area in attacking this emerging problem at its source, which is here in Los Angeles.

And we believe that a two-fold strategy is called for. First of all, the increased use of Federal prosecution which carries with it the possibility of pre-trial detention, and mandatory minimum sentences and to prosecute and remove significant players from the street here in Los Angeles.

Second, the use of Federal conspiracy statutes, RICO and Enterprise and Forfeiture statutes to systematically decimate these organizations and their leadership and to take away the proceeds of their gains.

I think one of the most significant aspects of Federal law enforcement in recent years in the narcotics area is the use of forfeiture provisions to take away assets from major narcotics traffickers.

And we believe that that would be very effective in attacking the street gang problem.

But I think, as you know, in order to have a significant impact on gang trafficking and here I think I'm echoing what you've been hearing throughout this morning, we need an increase in the number of Federal drug agents and Federal prosecutors that are assigned to Los Angeles.

Although our office is prosecuting some street gangs members where Federal mandatory minimum sentences apply, we are severely limited in the number of cases that we can intake.

Neither the Drug Enforcement Administration, the F.B.I., nor my office currently have sufficient manpower allocated to it to successfully address this growing problem.

The need for increased Federal prosecution of Los Angeles street gangs points up, I might add, the inadequacy of state laws and state criminal justice system to deal effectively with this.

And I recognize that that's not specifically your problem but it is part of the overall picture. Right now in the Federal system we have most of the weapons that we really need to address the problem.

What we don't have are the resources, the prosecutors and the agents, to make use of those tools that you folks in Congress have given us to attack the problem.

We feel that we have very effective tools. Now we need the manpower to address it. In our view, a state, local, and Federal gang task force, with sufficient Federal agents and Federal prosecutors, working with local law enforcement and local prosecutors can have a real impact on the problem.

To that end, a few weeks ago Mr. Bonner announced the formation of a Federal, local task force specifically designed to combat the problem of Los Angeles street gang drug trafficking.

This task force, which will be fully operational within the next few weeks, we expect by the first of September, is composed of eight agents from the DEA, two agents from ATF, and 20 narcotics officers from local law enforcement agencies including the Los Angeles Police Department and the Los Angeles Sheriff's Office.

Five Special Assistant United States Attorneys are assigned to the task force, four of which have been made available by local and state prosecutive offices.

We have designated Los Angeles street gang drug trafficking as an Organized Crime Drug Enforcement project in this Federal district.

And the task force will work under the auspices of the Organized Crime Drug Enforcement Task Force for this region.

The formation of this task force was made possible by the decision in DEA headquarters to add eight new agents to DEA's Los Angeles field office.

Still, given the magnitude of the street gang trafficking in rock cocaine here and interstate, the task force is merely a start, a model upon which we must expand.

A significant additional number of DEA and F.B.I. agents are needed. In addition, a sizable increase in the number of Assistant United States Attorneys is essential if the task force is to be successful.

Without additional Assistant United States Attorneys, we will be unable to prosecute the cases that are generated by this task force in federal court.

It is critically important that any increase in investigative aspects as detailed in some of the bills that are now under consideration in Congress also contain matching increases on the judicial side.

And by that I'm talking about an increased numbers of prosecutors, magistrates, and funding for such agencies as pre-trial services.

The House Appropriations Bill for United States Attorney's Office which is now under consideration is actually $44 million below the President's request for United States Attorney's Offices alone and is at the same level as last year.

Now if that funding is the only funding that exists for the United States Attorney's offices for the coming year, it is conceivable that we will not be able to hire another Assistant United States Attorney until October 1, 1989.

We have been told by the Department that given current staffing levels and with that budgetary level, we are under directions not to do any additional hiring.

Now we have hired some people who will be coming on board at the first of the fiscal year but I can tell you from my own experi-

ence in the office over the last nine years, with the turnover rate in Los Angeles, we will end up not only understaffed at what would be our full contingent but we will be down probably to a 91 or 90 percent of staffing even at a level that we think is inadequate to begin with.

Let me just remark in closing that I think that it's important to point out what I consider the appropriate Federal role in fighting gang related drug trafficking and its violence.

Our goal is to destroy the infra-structure of the gang trafficking organizations. The Los Angeles Street Gang Drug Trafficking Task Force that we announced a few weeks ago is the first step.

But to do the job effectively we need more support from Congress. And as I said before I am delighted that you are here talking to us about this problem because I think you can take that message back that the problem in this district is severe.

And we need all the help we can get from you, the California delegation and the rest of the Members of Congress. Thank you very much.

Mr. LEVINE. Mr. Feess, thank you for your testimony which is extremely helpful and with which I am in full agreement.

Testimony such as yours will make it easier for us to communicate to our colleagues in Washington the urgency of this problem.

[The prepared statement of Mr. Robert C. Bonner appears on p. 129.]

Mr. LEVINE. I have some questions I'd like to direct to you but with your indulgence, I'd like to defer to Mr. Bramble and then I'll direct questions to the two of you as a panel.

I'm delighted to welcome as our final witness the representative of the point organization in the war on drugs.

I have nothing but the highest regard for the work that the DEA has done and is able to do. I'm hopeful that you'll be able to bring additional resources into Southern California.

But in light of the resources that you have, you have been nothing short of remarkable. Representing the DEA, I'm pleased to have today, James Bramble. Welcome, Mr. Bramble.

STATEMENT OF JAMES BRAMBLE, SPECIAL AGENT IN CHARGE, U.S. DRUG ENFORCEMENT ADMINISTRATION

Mr. BRAMBLE. Thank you, Congressman Levine. I'd like to thank you for the kind remarks and to also say that I'm very pleased to appear before you today and have this opportunity to discuss drug trafficking and the gang problems in the Los Angeles area.

The Drug Enforcement Administration through their investigative and intelligence collection activity in this area has identified a significant increase in cocaine, heroine, and PCP trafficking in and through the Los Angeles area over the past six years.

Of particular concern to us is the increased use of Los Angeles as a staging, transshipment point for cocaine hydrochloride in route from Latin America producer countries to major United States consumer markets.

And at this time, I'd like to respond to something you said earlier where you address the question as to whether there had been a connection established between Latin American, cocaine cartels and the street gangs in Los Angeles.

The answer to that is a very definite yes. It is a fact. We are working on it. We do have intelligence to support that.

One indication of this increased activity is the wholesale cost of cocaine in Los Angeles which is the cheapest of any major metropolitan market in the United States.

As has been addressed earlier, that is a fact. And as tradition dictates, the closer to the source the more cocaine available and the lower the price is going to be.

In this case, it's closer to the border, closer to the point of entry.

Another indicator is the number of seizures and the size of the seizures. Both have increased at an alarming rate since 1982.

We have moved from a norm of multi-kilogram seizures to one of multi-hundred kilogram seizures during this time span.

There was a point when we got intelligence about a 100 kilos of cocaine, everyone sort of snickered and said, yes, but it never occurred.

Now it's an everyday occurrence and a 100 kilos is considered a small seizure. Additionally, one has only to look at one of the major by products of drug trafficking to get a feel for the tremendous volume of drugs moving through the Los Angeles area. This is narcotics generated dollars.

During the past several years, money seizures in the Southern California area have continually reached higher and higher levels with seizures in the million dollar range not even being worthy of a news release today.

Street gang activity is also a major concern of law enforcement in Southern California. The gangs themselves have existed in one form or another since the 1920's.

They've grown in size and strength over the years. The recent increase in violence, I think, can be traced to the gangs increased involvement in drug trafficking, primarily crack cocaine.

Their local involvement includes crack distribution through street dealers and the operation of numerous crack houses throughout the metropolitan area.

The profits derived from their drug trafficking activities are being used in part to purchase the numerous weapons including assault rifles and fully automatic weapons that have become commonplace among gang members and are used in the street shootings, the drive by shootings and the homicides.

The gangs also appear to be changing from unstructured, undisciplined groups into sophisticated criminal organizations capable of spreading their particular brand of criminal activity throughout Southern California and into other major metropolitan areas.

Our intelligence and the intelligence of other local law enforcement agencies indicates that L.A. street gang activity has spread to 46 additional United States cities outside of California.

The Drug Enforcement Administration in conjunction with other law enforcement agencies and the United States Attorney's office has been assessing the escalating drug problem including street gangs for the past year.

As part of this assessment, DEA has participated in several hearings such as this one in an attempt to fully identify the problem and properly plan and prepare a coordinated unified response to deal with the traffickers and street gangs.

At this point, I'd like to stop and thank you, sir, for your interest for heightening the national awareness and for focusing Washington on our problems here.

This has led to DEA headquarters increasing our divisional manpower ceiling by eight agents which has allowed us to join a joint Federal, state, and local task force which is targeting organized gang activity.

The task force will work under the Organized Drug Enforcement Task Force umbrella of the United States Attorney's Office and will be housed at the Drug Enforcement Administration and funded through our Drug Enforcement Administration budget.

We feel that the escalating drug and gang problem poses a serious threat to the safety of our community and DEA will continue to work in any way possible with local and state authorities to stop this alarming epidemic.

In closing, I'd like to thank you again for your efforts. We at DEA feel that you're a friend and I'm sure I speak for Glenn Levant and the L.A.P.D. We really appreciate the efforts that you've put into this. Thank you very much.

[Statement of Mr. Bramble appears on p. 126.]

Mr. LEVINE. Mr. Bramble, thank you for your testimony.

For the record, let me indicate that Deputy Chief Glenn Levant has agreed to join this panel to respond to a couple of questions that I was not able to put to the law enforcement panel.

And I appreciate Chief Levant's returning as a part of this panel. I will not hold you gentlemen too long but I would like to ask you a few questions for the record.

First, both to Mr. Bramble and Mr. Feess, thank you for the important efforts that you've made moving ahead to create a task force in this area.

As you know, in response to H.R. 4826, and the clear need in this area, and after John Lawn met with myself, Congressman Berman, and Congressman Hughes, and with Congressman Lundgren and Congressman Moorhead's representatives, the decision was made to do something very significant, in terms of actually establishing the task force.

I don't want anybody to underestimate the significance of this.

We're moving from eight new agents immediately to 30 down the road. This is the beginning of a coordinated effort with new personnel, and is very important, its a significant step in the right direction.

I feel very strongly that we need to go much further than this. But I want to compliment your agency, Mr. Bramble, for this breakthrough.

That having been said, it is my hope that we will be relying on the numbers that Chief Levant outlined in his testimony and in the legislation that was introduced by Congressman Berman and myself for the additional resources that need to be provided for the taskforce.

But this task force is welcomed, and appreciated. On behalf of Congressman Berman and myself I am grateful for the prompt response to the legislation that we introduced.

I'd like to direct a question or two initially to Chief Levant.

Chief Levant, you talked about a choke point in your testimony and focused on the importance of United States Coast Guard personnel.

I'd like to dwell upon that for a moment because it's a fascinating and potentially significant logistical means of making an impact on this problem.

I'd like you to identify, in your opinion as a professional law enforcement expert, the extent to which focusing Coast Guard resources on the choke points, would be able to have a significant impact on interdiction efforts before these dangerous drugs actually get on to the mainland itself.

Mr. LEVANT. I think in explanation of the choke point differential between the South Florida and in Los Angeles, I was pointing out that a different strategy would have to be employed.

Whereas in the South Florida task force a corridor of ships could actually be a floating bridge to assist in interdiction efforts.

And I was pointing out the impracticality of that from Hawaii to San Pedro.

However, where the Coast Guard would be very beneficial is to use their authority in the various ports and the harbors on the west coast to assist local law enforcement in stopping narcotics from reaching the shores of the United States that is smuggled in, in cargo containers and from ships from as far north as Seattle to as far south as San Diego.

And in this extent we're not only referring to the cocaine interdiction but specifically the very significant importation of heroin into the Los Angeles area much of which is coming from the Far East.

Mr. LEVINE. Are you, Chief Levant, or either of you gentlemen, able to provide a general breakdown for the Committee between the extent to which dangerous drugs come into L.A. by sea versus by land or by air?

Mr. LEVANT. Well, locally in Los Angeles it depends on the type of narcotic specifically that you're referring to.

Some of it by its very nature and its very name on the streets tell you how it arrives. Heroin is on the streets of Los Angeles is basically categorized as on the street as China White, ergo, its importation from the Far East.

Another type of heroin we have is called tar.

Mr. LEVINE. Is that imported by sea or by air?

Mr. LEVANT. Both. By sea and by air which points out the need for additional Coast Guard and customs agents to assist us in that type of interdiction.

Another type of heroin that's commonly smuggled into the Los Angeles area is called Persian Brown. Obviously the source of that being the Middle East.

Once again the Federal agencies are going to be helpful there also.

Mr. LEVINE. Can you identify which Middle Eastern countries are the source of that? Do you know?

Mr. LEVANT. The Persian Brown pretty much varies between Lebanon, Turkey, the golden crescent, I guess, countries that you would talk about, Afghanistan even being another source.

The more crops we buy overseas, the more they grow the poppies elsewhere and just continue to bring it in.

But on the streets of Los Angeles it's called Persian Beige or Persian Brown.

Another source of heroin we have is called Mexican brown and we know that that's coming across the border, not only into the California border but also Arizona and Texas on its way to Los Angeles as is something that's relatively new and very dangerous in Los Angeles called tar heroin.

Tar heroin looks just exactly like tar. It is about a 70 percent purity factor and it's responsible for a high volume of drug overdose deaths among heroin addicts in the Southern California area.

That comes across from the Mexican border also. We also have a lot of heroin and dangerous drugs that is imported from the Canadian border.

I mentioned the port of Seattle only that is the furthest United States port of entry that we have information that narcotics based in the City of Los Angeles come from.

But we have information that I'm sure Mr. Bramble can share with you involving various ports in the country of Canada that are also entry points for drugs that also come across the Canadian border into Los Angeles.

Shifting just for a second into some of our domestically produced narcotics. PCP, which is a very dangerous and very deadly drug, is manufactured in the Southern California area probably more so than anywhere else in these United States.

It's not necessarily all sold in Southern California but the manufacture is largely based here.

And once again the control of the chemicals that are necessary to manufacture PCP is an area where Federal regulations would be even more beneficial.

The Los Angeles Police Department and the Drug Enforcement Administration together have had alarming increases in the number of clandestine drug labs that have been closed down this year over last year, recognizing again that domestic manufacture of narcotics is a significant problem. Marijuana, as I mentioned, northern California has a much publicized marijuana crop.

Our latest information is that 25 percent of the world's marijuana is grown in the United States for domestic consumption and there's even some evidence that marijuana is being shipped from the United States, exported to other countries because of the high potency of the drugs that drug dealers in the U.S. are able to develop.

Pharmaceutical abuses, quaalude, that type of thing seconal, nembutal, all of those pills are counterfeited as well as legally manufactured and diverted through "front" organizations in this country.

Cocaine of course the origin of which is basically the South American countries and that comes into the United States largely through transshipment, through Mexico, ultimately destined for Los Angeles and also they have the southern Florida route.

But once again, I have to go back to the demand in the country as being the reason we have all of this glut, on the market and we

can't stop it at the borders so we have to stop it here in its consumption.

And users of narcotics have to be accountable for their actions. To that end, one thing that I didn't previously mention is that I would like to ensure that the public safety is considered in the control of narcotics in this country.

We already know about many train accidents that are a result of marijuana abuse that have resulted in highly publicized loss of life.

We recently had our first commercial airliner that was the result of a crash wherein the pilot was under the influence of cocaine.

I believe it would be a relatively simple thing for the Federal Government to pass legislation requiring people that are licensed, do contract business with the Government or get any source of Federal grants, funds, licenses, or contracts to require a drug free work place and a drug free environment.

And the means of determining a drug free work place and a drug free environment should be determined by Congress.

Mr. LEVINE. Thank you, Chief. Do either of you want to add to that information?

Mr. BRAMBLE. Well, honestly I think Chief Levant has pretty well covered where the drugs come from. It's very difficult to give you statistics which is what I thought you had asked for originally as to what percentage comes by land, by sea and by air.

Mr. LEVINE. Right.

Mr. BRAMBLE. But I think it's sufficient to state that we're being inundated by drugs here from all three methods of smuggling.

And they do come from Canada, Mexico and other areas, by all three methods of smuggling.

Mr. LEVINE. I'll comment briefly on two other points that Chief Levant mentioned in his testimony.

You may already know this, Chief, but the DARE day legislation will be enacted the week that Congress reconvenes designating September 15 as DARE day.

And I want to compliment you for your lead in that area.

Mr. LEVANT. I want to thank you very much for carrying that bill forward.

Mr. LEVINE. And secondly you mentioned parenthetically, it might be a long day before you see a drug czar.

Let me just for the record indicate that Congress, as you probably know, passed legislation creating a drug czar. Unfortunately it was vetoed by the President in the 97th Congress.

I believe a strong bipartisan majority of Congress still supports creation of a drug czar. So I hope it won't be as long of a day as you hinted before this becomes law.

I think there is a good chance in the next Congress, if there is leadership at the administration level as well on this, a drug czar could be created.

This proposal did pass the Congress with extensive bipartisan support. We obviously need the bill signed for it to become law, and I think that there is a real possibility of that happening in the next Congress.

Mr. LEVANT. Thank you.

Mr. LEVINE. Thank you, Chief Levant, very much. Gentlemen, let me go back, Mr. Bramble to the DEA for one moment and reiterate

my commendation of the outstanding job that the DEA is doing in Southern California.

The Los Angeles office of the DEA has unstintingly worked with the local law enforcement in the war on drugs.

I understand that the Los Angeles office of the DEA covers Los Angeles and central California as well as a wide territory beyond that, Guam, Nevada, Hawaii, at a minimum, you can add the ones I left out.

Mr. BRAMBLE. I think you pretty well covered them.

Mr. LEVINE. That's a territory and a turf that I don't envy anybody having to cover.

According to the DEA organizational chart, earlier witnesses stated the Miami office of the DEA has 341 special agents. The New York office has 310 special agents and yet the Los Angeles office, which is responsible for such a widespread territory, coastal areas, several airports, and the nation's second largest city, has only 169 agents.

I would be interested, to the extent that you're able to candidly respond to this, in knowing your point of view regarding how many more agents the Los Angeles office of the DEA could effectively use?

Mr. BRAMBLE. Well, first of all I'd like to say that DEA conducts a staffing review each year where it tries to determine the size of divisions such as the Los Angeles division.

Three factors are basically, actually more, but three main factors are taken into account. One is the drug problem for that particular area which we undoubtedly have a very serious drug problem here.

They look at the number of arrests that are being made and the number of new slots available in our budget. And we compete with New York, Miami, Chicago, Detroit and other areas where they also have critical drug problems.

Another thing that we consider is the number of United States attorneys that are available to prosecute any violators that we might arrest and the number of Federal Judges available to also hear these people when they go to trial.

So all of those things factored in, DEA does a review every year and based on the number of slots available assigns agents.

I know I haven't really answered your question but I think that's about as good as I can do on it.

Mr. LEVINE. I don't want to put you on the spot. I realize you're in an awkward position here. Let me simply say for the record, and I won't seek a response to this, that I think it speaks for itself when you see the numbers you have in these other jurisdictions and you compare them to the numbers in Los Angeles. You are really faced with an enormous challenge to do the kind of job that you're charged with doing when you have literally half the agents that Miami has.

One of the very important messages that will come out of hearings such as this is that you do need additional help.

I have sat through too many hearings in my six years in Congress with witnesses representing administration agencies who very much wanting additional help but are constrained by the internal processes not to be as aggressive in making that statement on the record as I sometimes wish that they could be.

So I will take the liberty as the chair of this hearing to simply put those numbers on the record and suggest that they have some implications that are significant in terms of the problems that we have in this area.

Let me move to Mr. Feess to allow the United States Attorney's office to comment on this issue.

We have in Los Angeles a United States Attorney's office which covers some of the fastest growing population area in the United States.

Yet you have one of the smallest staffs of assistant attorneys per case load of any United States Attorney's office in the country.

I understand that turnover and hiring freezes have further reduced the number of attorneys available to prosecute drug related arrests.

I would like to know what the size of the California central district United States Attorney's office is as compared with the L.A. district attorney's office, for example. Do you have that information, Mr. Feess?

Mr. FEESS. Roughly. And I have some other statistics that I think would be very helpful to you.

Mr. LEVINE. I would welcome those.

Mr. FEESS. First of all, our office has allocated to it 117 fulltime positions. Now those aren't all criminal assistants.

That includes 79 criminal, including drug task force positions, 31, I believe in the civil division and seven for our tax division. That's a 117 for this district.

This district is in fact the largest district in the United States by a substantial margin. It also has the additional factor which is different from other major metropolitan areas of being very large geographically, which places certain additional burdens on the office.

If you look at the district, our district, we have five of the 10 fastest growing counties in the United States here in the Central District of California.

Mr. LEVINE. What five counties are those?

Mr. FEESS. Those are Orange, Riverside, Los Angeles, Ventura, and San Bernardino, I believe.

Mr. LEVINE. Are those the five of the 10 fastest growing counties in the country?

Mr. FEESS. In the United States. So we are not only the largest district in the United States but we are getting larger very quickly.

And that poses all sorts of law enforcement problems that go beyond just the narcotics problem although I'll limit my remarks to the narcotic problem today.

If you look then at that as a percentage of population in the United States and say how many Assistant United States Attorneys would be assigned to this district if there were simply a proportional allocation by population, and this is based upon Assistant United States Attorneys projected to be on duty at the end of this year, there would be 155 assistants in this district, forgetting about the fact that where you have a high degree of urbanization, you have greater problems for law enforcement. In fact we have been assigned only 117 AUSA positions.

So that means we're probably down 38, approximately 38 assistants below our proportion of the population of the United States.

Now in Los Angeles County in the District Attorney's Office, I think the number is approximately 800. Glenn may know better than I on that. I think it's around 800 deputies.

Mr. LEVANT. It's over a thousand.

Mr. FEESS. Over a thousand.

Mr. LEVANT. Over a thousand.

Mr. FEESS. Over a thousand Deputy District Attorney slots. So that is a dramatic difference. It is a problem and we do not have the assistants that we need.

And maybe somehow or another we haven't explained to somebody the importance of our having them although I can tell you we have tried.

And any help we can get from the California Congressional delegation to get that message to the right people, certainly will be most appreciated.

Mr. LEVINE. Let me comment directly on this both to DEA and to the United States Attorney's office because this is an obviously urgent problem.

It's one that the Congressional delegation wants to help you with. I believe that the help would be forthcoming in our delegation on an across the board bipartisan basis.

The problem is, that to the extent that members try to spell out what appears to be a regional response, there is a fear by the chairs of the relevant committees that they're opening Pandora's box for any region in the country that has a problem.

Now Southern California has a unique problem that has national implications. The point that a number of us have been trying to make is that, if you care about drug abuse as a national problem, you have to pay special attention to the Southern California concerns.

To the extent that the United States Attorney's Office, and the DEA have contacts within your own Federal organizations and can build an alliance or a coalition with other regions of the country so that people understand that we are not simply trying to featherbed or pork barrel for Southern California, you can assist the effort to get additional support. The most potent argument we have is to develop a coalition of prosecutors or drug enforcement agents around the country who understand that problems here are affecting them as well. And it's a message that we're doing our best to try to communicate to our colleagues in Congress.

Mr. FEESS. I think that is starting to happen, particularly with the spread of the street gang problem. You mentioned something too and I would like to address this issue.

That is, there has been some suggestion that there should be additional attorney slots put in certain parts of the United States that would report directly to some agency head in Washington, D.C.

I don't think that's a good idea. And I think that if you look at the efforts to do that in the past, they have not been successful.

And I think they're not successful for one principal reason and that is that there is nobody locally on the scene to whom those people are accountable.

I think if you look at what has been done in the United States Attorney's Office over the past say 10 years with which I'm famil-

iar, you'll see I believe a very successful effort to prosecute cases in all of the priority areas that have been established by the Attorney General given the limitations of resources that we have.

And I think if you look over that same period of time at other organizations within the Department of Justice, you'll find that just in terms of numbers of cases produced per lawyer, a dramatic difference.

So I do think that if there are new slots and new positions made available, that the most effective use of them is going to be to make them accountable to the local United States Attorney's Office wherever that might be, whether it's Los Angeles or elsewhere.

But I really do think that they ought to be part of the United States Attorney's Office and responsible in reporting directly to the United States Attorney in that district.

Mr. LEVINE. I appreciate hearing that.

Let me just ask each of you one final question as it pertains to your own agency. In terms of DEA and in terms of the United States Attorney's Office, in light of the number of agents or United States attorneys that you each have available at this point in time, to what extent is DEA or the United States Attorney's Office able to pursue all of the cases that would come within your jurisdiction?

Let me first ask the United States Attorney's Office. Can you accept all cases for prosecution based solely on the merits of the case or do you have to limit the cases you accept?

And if so, can you give the committee some understanding of how that process occurs and then I'd like to ask the DEA to the extent that you're able to respond to a similar question.

Mr. FEESS. Your question is, can we accept all cases presented and the answer is simple, no, not even close. And let me give you an example outside of this area because I think this area is sensitive for a number of reasons.

So I'd rather not give you a number in a public hearing related to narcotics cases.

Let me talk to you about an area, the bank fraud area which is a high priority area.

Our rough guideline in the United States Attorney's Office now is a $100,000 loss. That and in the F.B.I. in Los Angeles within Los Angeles district there are I believe about 250 open active cases with losses in excess of $100,000.

Mr. LEVINE. So if a case below $100,000, it's just below the threshold that you can prosecute because of staffing limits in your office.

Mr. FEESS. That is correct. Now that's not to say that we never do those because there may be other factors involved and we will look at them.

But as a practical matter, that's the cutoff.

Mr. LEVINE. I take it, it would be fair to infer from that without getting specific in terms of numbers or quantities that a similar threshold or criteria applies in narcotics cases.

Mr. FEESS. It's not as extreme because we've made a deliberate effort to try to allocate more resources to the narcotics problem because it's the number one priority.

Mr. LEVINE. But you cannot prosecute all of the cases that are brought to you?

Mr. FEESS. We can't prosecute all of them and it is a source of frustration.

Mr. LEVINE. And this is a staffing issue?

Mr. FEESS. It is up to a point. Now I think that there is a limit in terms of what we could do in Federal law enforcement in any event because of the size of the Federal Court system and the way the Federal Court system operates.

I mean it was never designed to be a very high volume operation. Technically every single narcotics violation that occurs in the City of Los Angeles where there is a sale of any amount is a Federal violation.

And we have never, even in better days, prosecuted all of those cases. But I think it's fair to say that we think that we could effectively prosecute many more significant narcotics violators if we had additional manpower.

And we are doing what we think we need to do within the Department to make the requests to get that additional manpower.

Mr. LEVINE. Would the same response in general apply to the DEA? Could you pursue more cases more aggressively, more effectively or perhaps not delegate them to local law enforcement where you might have less severe penalties if you had additional manpower?

Mr. BRAMBLE. Well, you would certainly hope that if you had more people that your productivity would go up.

What we do is we prioritize what we do and we work very closely with the United States Attorney's office in selecting investigations that we're relatively sure we're going to get prosecuted.

In those cases where we have significant violators or what we would term a significant violator that we don't have the manpower to work, we form a relationship or we have a lot of good relationships locally with the L.A.P.D., the sheriff's office and various state and local agencies, other state and local agencies.

So we work very closely with them to try to maximize the resources that we have. If our ceiling was increased, certainly I'd hope our productivity would go up.

Mr. LEVINE. Well, we're working to ensure that the ceiling will increase soon.

Let me say that the testimony today has been extremely helpful.

I again want to thank the DEA for your responsiveness to the legislation establishing this task force and tell you how important we believe that it is. We're looking forward to working with the task force both in its current form and working with you to expand it.

I want to thank each of the witnesses. I commend the work that you've all been doing in this area.

I know that the deck has been stacked against the law enforcement community both in terms of prosecution, investigation, and enforcement and it's my hope that the Federal Government will do what it can to reverse the odds.

There is no more urgent problem for this community and I can tell you that the Congressional delegation will do everything we can to provide assistance to law enforcement, and to prod the agencies that are involved to make Southern California as high of a priority as possible.

So I thank all of you again, not just for your testimony today, but for the work that you're doing on an ongoing basis.

We hoped to conclude this hearing at noon. I think we're going to do it with five minutes to spare and with that I will thank you again and adjourn this hearing.

[Whereupon, at 11:55 a.m., the subcommittee was adjourned.]

APPENDIX

Prepared Statements

I CALL TO ORDER THIS HEARING OF THE SELECT COMMITTEE ON NARCOTICS, AND I WANT TO TAKE THIS OPPORTUNITY, ON BEHALF OF THE COMMITTEE AND MY DISTINGUISHED COLLEAGUES, TO WELCOME OUR WITNESSES AND THANK YOU FOR COMING. WE LOOK FORWARD TO HEARING YOUR TESTIMONY.

ABUSE OF DRUGS IS ONE OF THE MOST TRAGIC AND DESTRUCTIVE FORCES AT WORK IN OUR SOCIETY. DRUG ABUSE THREATENS BOTH THE SAFETY OF OUR CITY STREETS AT HOME, AND AMERICA'S POSITION IN WORLD EVENTS. OUR SOCIETY IS REELING UNDER THIS ONSLAUGHT NOW, BUT OUR FUTURE IS ALSO AT STAKE AS DRUG ABUSE THREATENS TO DESTROY A GENERATION OF OUR BEST AND BRIGHTEST MINDS UNLESS WE TAKE ACTION TO STOP IT. WE CANNOT TOLERATE THE CONTINUED TOLL IN

LIVES, SHATTERED FUTURES, AND THE VIOLENCE WHICH GOES HAND IN HAND WITH DRUG ABUSE.

SOUTHERN CALIFORNIA AND LOS ANGELES ARE FAST BECOMING THE CENTER POINT OF GANG RELATED VIOLENCE AND DRUG TRAFFICKING BECAUSE OF A LACK OF ADEQUATE FEDERAL RESOURCES. WHILE MUCH ATTENTION HAS FOCUSED ON NEW YORK AND MIAMI, LOS ANGELES HAS BEEN A FORGOTTEN STEPCHILD OF FEDERAL ANTI-DRUG EFFORTS. THIS HEARING TODAY IS ANOTHER ATTEMPT TO CHANGE THAT AND BRING SOUTHERN CALIFORNIA THE FEDERAL RESOURCES WE DESERVE AND NEED.

ALL INDICATORS SHOW THAT LOS ANGELES IS CURRENTLY IN THE THROES OF A SIGNIFICANT INCREASE IN DRUG TRAFFICKING. SOPHISTICATED, WELL ORGANIZED, INTERNATIONAL DRUG RINGS ARE NOW CHOOSING SOUTHERN CALIFORNIA AS THE PREFERRED ENTRY POINT FOR THEIR DEADLY SHIPMENTS. AND AS TRAFFICKING INCREASES, AND PROFITS ESCALATE, TRAFFICKERS ARE CARVING OUT AND DEFENDING TERRITORIES BY WHATEVER MEANS AVAILABLE. POLICE REPORT THAT DRUG TRAFFICKERS ARE MORE FREQUENTLY ARMED AND CARRY MORE DEADLY WEAPONS.

THE PROBLEM IS NOT ONLY A LOCAL ISSUE. DRUGS COMING INTO SOUTHERN CALIFORNIA ARE FLOWING OUT TO THE REST OF THE COUNTRY. JURISDICTIONS AS FAR EAST AS OMAHA, DENVER, KANSAS CITY, AND ST. PAUL- ACCORDING TO SOME SOURCES IN OVER FORTY CITIES THROUGHOUT THE UNITED STATES ARE EXPERIENCING AN INFLUX OF LOS ANGELES DRUG GANGS. THIS IS A NATIONAL PROBLEM, AND REQUIRES NATIONAL ATTENTION. I COMMEND THE EFFORTS OF THE DEA IN ESTABLISHING A NEW TASK FORCE IN L.A., IN RESPONSE TO LEGISLATION INTRODUCED BY CONGRESSMAN BERMAN, SENATOR CRANSTON, AND MYSELF. THIS IS AN IMPORTANT AND WELCOME FIRST STEP, AND I LOOK FORWARD TO CONTINUING TO WORK WITH THE DEA AND OTHER FEDERAL AGENCIES TO ENSURE ADDITIONAL SUPPORT FOR SOUTHERN CALIFORNIA.

OUR WITNESSES TODAY INCLUDE LOCAL OFFICIALS WHO SEE THE SCOURGE OF DRUG ABUSE OVERTAKING AND DESTROYING OUR CHILDREN, FAMILIES AND COMMUNITIES, LAW ENFORCEMENT OFFICERS WHO, AT THE RISK OF THEIR OWN LIVES, ARE FIGHTING THE DRUG TRAFFICKERS DAILY, AND REPRESENTATIVES OF THE DEA AND THE U.S. ATTORNEY'S OFFICE WHO REPRESENT FEDERAL LAW ENFORCEMENT EFFORTS TO CURB THIS DEADLY PLAGUE.

WHEN CONGRESS RECONVENES IN SEPTEMBER, THE HOUSE WILL BE CONSIDERING NEW LEGISLATION TO STRENGTHEN AND EXTEND FEDERAL EFFORTS IN THE WAR ON DRUGS. TODAY WE WILL BE HEARING TESTIMONY REGARDING CURRENT FEDERAL DRUG POLICY, AND WHETHER THAT STRATEGY IS WORKING HERE IN SOUTHERN CALIFORNIA. AGAIN, I WANT TO THANK THE WITNESSES FOR THEIR WILLINGNESS TO PARTICIPATE IN THESE HEARINGS.

MAYOR TOM BRADLEY

THANK YOU FOR THE OPPORTUNITY TO SPEAK WITH YOU TODAY.

I WELCOME YOUR SUPPORT IN THE FIGHT TO SECURE LOS ANGELES'S FAIR SHARE OF FEDERAL REINFORCEMENTS IN THE WAR ON DRUGS. IN MARCH OF THIS YEAR, I BEGAN WHAT HAS NOW BECOME A CHORUS OF DEMANDS THAT THE FEDERAL GOVERNMENT ESTABLISH A MULTI-AGENCY, ANTI-DRUG TASK FORCE IN SOUTHERN CALIFORNIA. I ASKED IN MARCH THAT THE TASK FORCE BE MODELED AFTER THE FEDERAL GOVERNMENT'S COMPREHENSIVE SOUTH FLORIDA DRUG INTERDICTION PROGRAM. MY PROPOSAL HAS BEEN VIGOROUSLY SUPPORTED BY SENATORS CRANSTON AND WILSON, ALONG WITH OTHER DISTINGUISHED MEMBERS

OF CALIFORNIA'S CONGRESSIONAL DELEGATION.

YET THE FEDERAL GOVERNMENT HAS NOT ACTED. THE D.E.A. HAS RECENTLY ANNOUNCED PLANS TO DEVOTE EIGHT MORE AGENTS TO SOUTHERN CALIFORNIA. NOW, WE APPRECIATE ALL THE HELP WE CAN GET. BUT THE 169 D.E.A. AGENTS ASSIGNED TO SOUTHERN CALIFORNIA FALL FAR SHORT OF MIAMI'S 341 AGENTS, OR NEW YORK'S 301 AGENTS. SO, WITH ALL DUE RESPECT, I SECOND CHIEF GATES'S "THANKS" TO WASHINGTON "FOR THE CRUMBS" LOS ANGELES HAS RECEIVED.

THE TIME HAS LONG PASSED FOR WASHINGTON TO GIVE LOS ANGELES THE WEAPONS WE NEED IN THE FIGHT AGAINST DRUGS AND GANGS. WE UNDERSTAND WE ARE THREATENED WITH THE LOSS OF A WHOLE GENERATION IF WE LOSE THE DRUG WAR IN LOS ANGELES. BUT WE ALSO KNOW THAT "JUST SAY NO"

ISN'T ENOUGH. WE HEAR THE RHETORIC, BUT WE ARE ALSO HERE ON THE FRONT LINES EVERY DAY. WE CAN DO THE JOB -- IF WE ARE GIVEN THE WEAPONS

THE PEOPLE OF LOS ANGELES ARE ALREADY DOING EVERYTHING WE CAN:

-----OVER HALF OF OUR AVAILABLE CITY BUDGET IS DEVOTED TO PUBLIC SAFETY.

-----AT THE AUTHORIZED STRENGTH OF 7,900 OFFICERS, OUR POLICE DEPARTMENT IS THE LARGEST IN THE HISTORY OF LOS ANGELES.

-----OUR INNOVATIVE ANTI-GANG PROGRAM, UNDER THE LEADERSHIP OF DEPUTY CHIEF GLENN LEVANT, IS ACHIEVING NOTABLE SUCCESS. SINCE THE UNIT WAS FORMED IN JANUARY, 1988, WE HAVE MADE OVER

6,600 ARRESTS WITH A CONVICTION RATE OF 97 PERCENT.

-----AND OUR EFFORTS TO PREVENT GANG AND DRUG INVOLVEMENT -- INCLUDING THE D.A.R.E. PROGRAM AND A PLAN FOR COMPREHENSIVE AFTER SCHOOL EDUCATION AND CHILD CARE -- HAVE RECEIVED NATIONAL ATTENTION.

BUT NO MAJOR METROPOLITAN AREA -- NOT EVEN LOS ANGELES -- CAN WAGE AN ALL-OUT WAR AGAINST GANGS AND DRUGS ALONE. WE KNOW THIS FROM EXPERIENCE. IN 1982, THE FEDERAL GOVERNMENT ESTABLISHED A DRUG INTERDICTION AND INTELLIGENCE GATHERING PROGRAM IN MIAMI. THIS SOUTH FLORIDA TASK FORCE BROUGHT TOGETHER MORE THAN 250 AGENTS FROM ALL FEDERAL LAW ENFORCEMENT AGENCIES. THE RESULT OF THIS MASSIVE EFFORT WAS AN ALL-OUT ASSAULT ON DRUG

TRAFFICKERS IN FLORIDA.

BUT THE SUCCESS OF THE SOUTH FLORIDA TASK FORCE HAS BEEN A DISASTER FOR CALIFORNIA. SIMPLY PUT, THE DRUG DEALERS HAVE MOVED THEIR SHIPMENTS TO SOUTHERN CALIFORNIA ROUTES. AS A RESULT, LOS ANGELES IS NOW A MAJOR DRUG TRAFFICKING CENTER.

TODAY COCAINE IS $4,000 PER KILOGRAM CHEAPER IN LOS ANGELES THAN IN MIAMI. TODAY OVER A QUARTER OF THE COCAINE SEIZED NATIONALLY IS SEIZED IN LOS ANGELES. OUR POLICE DEPARTMENT NOW SEIZES OVER SEVEN TONS OF COCAINE EACH YEAR; IN 1982, WE SEIZED ONLY 359 POUNDS OF THE DRUG. COCAINE SEIZED BY OUR POLICE DEPARTMENT ACCOUNTS FOR EIGHTY-TWO PERCENT OF ALL THE COCAINE SEIZED IN CALIFORNIA AND TWENTY-TWO PERCENT OF ALL

COCAINE SEIZED NATIONWIDE. AND TODAY, OVER HALF OF THE HEROIN ENTERING THE UNITED STATES PASSES THROUGH LOS ANGELES.

WHAT'S MORE, THIS ABSOLUTE TORRENT OF DRUGS HAS TRANSFORMED TYPICAL STREET GANGS INTO HEAVILY ARMED, HIGHLY SOPHISTICATED ORGANIZED CRIME SYNDICATES. AND MANY OF THESE GANGS ARE NOW EXPORTING THEIR DRUGS AND THEIR TERROR TO CITIES ACROSS THIS COUNTRY. BY STOPPING THESE DRUG DEALERS AT THEIR SOURCE, MORE FEDERAL HELP FOR LOS ANGELES WILL BENEFIT THE ENTIRE NATION.

LOS ANGELES'S CRYING NEED FOR MORE FEDERAL HELP COULD NOT BE MORE PIERCING. UNFORTUNATELY, WASHINGTON'S RHETORIC HAS NOT BEEN MATCHED WITH ACTION. TODAY I ONCE AGAIN CALL UPON THE FEDERAL GOVERNMENT TO DO FOR LOS

ANGELES WHAT IT DID FOR SOUTH FLORIDA. I PROPOSE THE CREATION OF A COMPREHENSIVE ANTI-DRUG TASK FORCE FOR THE SOUTHERN CALIFORNIA AREA. THIS TASK FORCE SHOULD BE STAFFED WITH HUNDREDS OF ADDITIONAL FEDERAL AGENTS FROM THE CUSTOMS SERVICE, THE DRUG ENFORCEMENT AGENCY, THE F.B.I, THE COAST GUARD, THE I.N.S., AND OTHER LAW ENFORCEMENT AGENCIES. I PLEDGE THE FULL COOPERATION OF THE LOS ANGELES POLICE DEPARTMENT TO WORK WITH THE FEDERAL TASK FORCE TO CUT OFF THE DRUG FLOW TO LOS ANGELES.

THE PRICE FOR THIS FEDERAL TASK FORCE IS NOT SMALL, BUT IT PALES NEXT TO THE TRAGIC HUMAN COSTS THAT DRUG AND GANG INVOLVEMENT IMPOSE ON ALL OF US, EACH AND EVERY DAY. SO, ON BEHALF OF ALL LOS ANGELES RESIDENTS -- BUT ESPECIALLY ON BEHALF OF OUR CHILDREN

-- I CHALLENGE THE FEDERAL GOVERNMENT TO PUT UP OR SHUT UP IN THE WAR ON DRUGS. I STRONGLY URGE THIS COMMITTEE TO DO WHATEVER IS NECESSARY TO FINALLY GIVE US THE TOOLS WE NEED TO WIN THIS BATTLE FOR THE NEXT GENERATION.

REMARKS OF COUNCILMAN LINDSAY BEFORE THE HOUSE SELECT COMMITTEE ON NARCOTICS AND DRUG ABUSE

AUGUST 25, 1988, LOS ANGELES

DRUGS AND GANGS HAVE BECOME A BIG PROBLEM IN LOS ANGELES AND ALL OVER THE COUNTRY.

YES, WE NEED MORE POLICE AND MORE HELP FROM THE FEDERAL GOVERNMENT TO FIGHT THE DRUG AND GANG PROBLEM THROUGH LAW ENFORCEMENT.

BUT, WE ALSO NEED TO GIVE OUR YOUNG PEOPLE SOME BETTER ALTERNATIVE. HOW CAN WE EXPECT OUR YOUNG PEOPLE TO STOP DEALING DRUGS AND GETTING INVOLVED IN GANGS WHEN THEY DONT HAVE JOBS AND WHEN THEY DONT HAVE THE KIND OF SOCIAL PROGRAMS WHICH WOULD SHOW THEM A BETTER ALTERNATIVE.

WE NEED LOTS OF HELP FROM THE FEDERAL GOVERNMENT TO PROVIDE EDUCATIONAL PROGRAMS, JOBS, AND OTHER SOCIAL PROGRAMS TO OUR YOUG PEOPLE SO THAT THEY WILL STAY AWAY FROM DRUGS AND GANGS.

IF WE DONT ELIMINATE THE MARKET FOR THIS KIND OF ACTIVITY WE WILL NEVER BE ABLE TO STOP IT. I DONT CARE HOW MANY POLICE YOU PUT OUT ON THE STREET YOU ARE NOT GOING TO STOP GANGS AND DRUGS UNLESS THE KIDS THEMSELVES ARE PERSUADED TO GIVE UP DRUGS AND GANGS.

LAW ENFORCEMENT AND EDUCATIONAL/SOCIAL PROGRAMS GO HAND IN HAND IN THE FIGHT AGAINST JUVENILE DELINQUENCY AND THE DRUG TRADE. WE HAVE TO TREAT THE ROOT CAUSE OF THESE PROBLEMS RATHER

THAN JUST TRYING TO ARREST MORE PEOPLE AND SEIZE MORE DRUGS. FOR EACH BATCH OF DRUGS OUR AGENTS CATCH THERE ARE PROBABLY FIVE OR MORE THAT GET BY. FOR EACH GANG FIGHT OR KILLING WE PREVENT WITH OUR LAW ENFORCEMENT EFFORTS THERE ARE MANY MORE WHICH WE CANNOT PREVENT. LAST YEAR OVER 200 PEOPLE DIED BECAUSE OF GANGS.

WHAT IT ALL BOILS DOWN TO IS THIS -- ONE WAY OR ANOTHER WE ARE GOING TO PAY FOR THE DAMAGE CAUSED BY DRUGS AND GANGS. WE CAN CHOOSE HOW WE WANT TO PAY. OUR SOCIETY CAN EITHER PAY BY BEING BURGLARIZED AND SHOT AT, OR WE CAN PAY BY PROVIDING MORE FUNDS FOR PROGRAMS TO DIVERT OUR YOUNG PEOPLE FROM DRUGS AND GANGS. IF WE DO THIS WE WILL EVENTUALLY GET RID OF THIS PROBLEM. BUT WE NEED HELP FROM THE FEDERAL GOVERNMENT FOR THESE PROGRAMS. IF WE DONT GET HELP FROM THE FEDERAL GOVERNMENT TO HELP OUR YOUNG PEOPLE AND WE ONLY CONCENTRATE ON ARRESTING KIDS ALL WE ARE DOING IS PLAYING COPS AND ROBBERS AND POURING MORE MONEY DOWN THE DRAIN.

THE CITY OF LOS ANGELES ALREADY SPENDS A LOT OF MONEY FOR POLICE AND FOR ANTI-DRUG AND ANTI-GANG PROGRAMS ** BUT WE CANT DO IT ALONE ** WE NEED HELP FROM THE FEDERAL GOVERNMENT.

THANK YOU FOR THE OPPORTUNITY TO ADDRESS THIS COMMITTEE.

Report to the House Select Committee
On Narcotics Abuse and Control

THE NEED FOR INCREASED FEDERAL LAW ENFORCEMENT SUPPORT IN LOS ANGELES COUNTY AND SOUTHERN CALIFORNIA

Presented by: Robert A. Edmonds
Undersheriff

Los Angeles County Sheriff's Department

It used to be when one referred to "today's box score" one was usually referring to the statistical rundown of the local professional baseball, basketball or football team. Tragically, today in Southern California, one may look in our local newspapers to see the "box score" of how many innocent victims were killed in gang related violence in the previous twenty-four hour period.

Today Los Angeles County is known as "The Gang Capitol of the United States", a title we obviously are not proud of, but is a distinction that is difficult to deny, with over 650 gangs with an estimated membership of 70,000.

Street gangs have been a fact of life in Los Angeles County for generations. The growth of these early gangs into the insidious cancer that they are today is sadly the result of years of benign neglect by an unaware society. For many years, we in law enforcement joined with the unfortunate victims of senseless gang violence in pleading for funds to attack the problem.

In 1987, 387 persons died on Los Angeles County Streets at the hands of street gangs. This is a significant increase when compared to the 328 killed in 1986. A significant number of people have been seriously injured; many of them innocent bystanders. Millions of dollars are being lost each year, to pay for medical expenses for victims, incarceration of gang members, and welfare payments to citizens who can't find jobs because industry moves from the inner city to protect their employees and clients from gang violence.

Our gang investigators and homicide detectives spend a lot of time in gang-infested areas. Warring gangs perpetrate murder and violence on the citizens of our county. We can chalk it up to turf wars, drug-gang connection, or whatever other causal factor one would like to speak of. Our people feel the ever-present fear that lurks in nearly every household. These investigators see the fear in the eyes of parents and children as they try to gather facts on yet another killing. They are also witness to one of the most diabolical paradoxes of our time; the virtual internment of people who live in gang areas. Citizens living in gang areas have a limited freedom of movement; they cannot speak freely, they cannot associate with whom they want, and their property and lives are at great risk. Gangs have

effectively made their "turf" a region where our constitution is null and void, where civil rights are suspended and a gutter form of mortal law exists.

The impression given by the media is that gangs are fighting each other for drug turf. This is an over simplification of the problem. Black gangs, specifically the Crip and Blood Gangs, are mortal enemies and will kill each other on sight, whether drugs are present or not.

The significance of the drug involvement should not be over-looked; however, the real contribution of drugs to the overall gang picture is one of affluence. Drugs allow these youthful thugs to purchase sophisticated firearms, such as the AK-47, a communist bloc manufactured military-type assault rifle. This is the weapon of choice by the Black street gangs. With weapons such as these, gangs can now "annex" large areas of our county.

As the members of this committee are aware, the cancer of the gang/drug connection is spreading. Some of the more organized gangs are now beginning to set up operations in California cities such as Sacramento, Bakersfield, Fresno, and Oakland and, in the

process, have doubled or tripled their profits. Los Angeles County remains their source area and continues to serve as the headquarters of the operation.

The more enterprising gang members have taken their deadly show on the road to cities like Dallas, Cincinnati, Salt Lake City, Kansas City, Shreveport, and Seattle which have proven to be lucrative targets and within the reach of our county's local gangs.

As previously stated, illegal narcotics trafficking provides these thugs with the tools they need to continue their activities. Narcotics, especially cocaine, continues to flow into Los Angeles County at an ever increasing rate despite the combined efforts of federal, state, and local law enforcement.

Although we are making some of the largest seizures in history the quantity available on the street has not diminished. Reduced prices have created an even broader clientele. A good example of this is the fact that the price of cocaine in Los Angeles three years ago was $40,000 a kilogram, as compared to today's price of $12,000 a kilogram.

During the first quarter of this year, the Los Angeles County Sheriff's Department alone has seized 1,884 pounds of cocaine, 24 pounds of heroin, 1,333 pounds of marijuana, and 28 pounds of methamphetamine, for a total of 3,274 pounds of illegal drugs. In comparison, our total seizure in 1987 was 4,767 pounds. In addition there has been a significant increase in weapons seizures. In 1987 the weapons seized by the Sheriff's Department totaled 1,895 handguns, rifles and shotguns. Through April 30, 1988 a total of 808 firearms have been seized. And the third part of the equation is the staggering sums of money that has been seized. This is a good indication of the vast amounts of drug money on the streets today: in 1987 we seized $26,382,126.00; through April 30, 1988 we have seized $11,388.386.00.

I have given the members of this committee an overview of the problem. The Los Angeles County Sheriff's Department, along with the local law enforcement community, continues to utilize every possible asset and program to stem the tide of gang/narcotics proliferation. We are at war, literally, with those in other countries who supply the illicit trade that fuels many of these problems.

Shear logistics and geography hinder local law enforcement in its efforts. The Federal law enforcement community: the Drug Enforcement Agency, Customs Service and the Immigration and Naturalization Service continue to be partners with us in this effort. But even more is needed in the narcotic interdiction effort.

I recommend the following:

1. Continue and expand the National Narcotics Border Interdiction Service (NNBIS).

2. Bring the full United States Military logistical and technical support of law enforcement into the battle against narcotics interdiction.

3. Expansion of Operation Alliance so that their coordination expertise in border interdiction efforts can be utilized by more agencies.

4. Continued use of seizure funds to provide additional investigators, utilizing the ill gotten gains of drug traffickers rather than taxpayers money.

5. Establish a criminal information communications system accessible through the National Crime Information Center (NCIC), whereby law enforcement nationwide can access local gang related tracking systems.

6. Support the proposed formulation of a joint Federal Task Force to interdict narcotics trafficking in the Los Angeles area. Its membership should include the Los Angeles County Sheriff's Department and Los Angeles Police Department, and should be modeled after the South Florida Drug Task Force.

7. Enact legislation to effectively manage the proliferation of high powered semi-automatic assault type weapons which have become so popular with street gangs today. Require a 15 day waiting period, similar to that for handguns, in order to purchase any firearms.

CONCLUSION

It is obvious that we are in a state of crisis when it comes to street gangs and narcotics in Los Angeles County. What was once perceived as a local narcotics problem has long been a national narcotics problem, only now the violence of street

gangs has been added to the equation. We must allocate all available resources to win this war. We have seen this cancer spread and grow. Now is the time to support those dedicated law enforcement officers on the front line with everything they need to eradicate this malignancy. Then and only then can we return our communities to the people. If we lose the war we lose not only our next generation but future generations as well. That is the bottom line of all of this rhetoric today ladies and gentlemen. Our children and their children and the very rights and freedoms guaranteed by our Constitution are at risk.

THANK YOU.

ROBERT A. EDMONDS, UNDERSHERIFF
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

Born June 25, 1938, in Southern Illinois, Undersheriff Edmonds moved to Los Angeles in 1954 and graduated from George Washington High School two years later.

Edmonds entered the Sheriff's Department in 1961 and was assigned to positions in Patrol, Custody and Community Relations. He promoted through the ranks and held command positions in the Patrol and Administrative Divisions.

He was promoted to Assistant Sheriff in 1975. As Assistant Sheriff he supervised the Detective Division and the three Field Operations Divisions. These Divisions provide investigative and patrol operations to nearly half of the cities in Los Angeles County in addition to 2,800 square miles of unincorporated area. During his twelve years as Assistant Sheriff, the Divisions under his command were involved in many significant events. Several of the most notable include criminal investigations such as the Sal Mineo murder, Hillside Strangler and Night Stalker cases, as well as the security planning and policing of the 1984 Olympic Games.

Undersheriff Edmonds has represented the Sheriff's Department on a number of federal, state and local committees and commissions. These include: the President's Administration of Justice Task Force; Federal Emergency Management Agency (FEMA), Disaster Management Training School; National Narcotics Border Interdiction Service (NNBIS) Task Force; International Association of Chiefs of Police (IACP); Committee on Terrorism; National Sheriff's Institute; State Commission on Peace Officers Standards and Training (POST); Los Angeles County Justice System Advisory Group; and the County-wide Criminal Justice Coordinating Council.

He has participated in the activities and administration of a wide variety of prestigious organizations. These include: National Conference of Christians and Jews; Boy Scouts of America; California Council of Criminal Justice; Los Angeles Society for the Prevention of Cruelty to Animals; the Police Executive Institute of the Police Foundation; California Peace Officers' Association; Los Angeles County Peace Officers' Association; and the State Sheriffs' Association.

Edmonds attended Los Angeles City College, Cerritos College and California State University at Long Beach where he earned a Bachelor of Science Degree.

On July 1, 1987, he was appointed Undersheriff by Sheriff Sherman Block. As Undersheriff, Edmonds is second in command of the Sheriff's Department's 9,500 personnel and directs the fiscal, administrative, training, and personnel operations of the Department.

Undersheriff Edmonds resides in Cerritos with his wife, Rosalie. They have three children.

THE LOS ANGELES POLICE DEPARTMENT'S PRESENTATION TO THE HOUSE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

BY

GLENN A. LEVANT, DEPUTY CHIEF

AUGUST 1988

U.S. CONGRESS HOUSE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL

THE DRUG PROBLEM

Los Angeles, like most major cities across the country, is in the midst of a drug crisis of major proportions. The narcotic problem is not just a local one, but is world-wide in scope requiring the expenditure of resources far beyond the capabilities of local law enforcement agencies. As a result of increasing fiscal constraints, experienced by most agencies across the nation, it has become more difficult to effectively combat the drug problem. Drug trafficking, abuse and drug-related crime are the major public health and safety problems that face society today.

According to federal agencies, the flow of cocaine into the United States has shifted from the East Coast to the West Coast, in particular into the Los Angeles area. Drug seizures and arrests, drug-related deaths and the cost of drug abuse to private industry have increased each year. These indicators are not unique to Los Angeles, however, the demographics and geographics of the City have made it vital to the drug suppliers of the world.

The extent of this shift can be measured by the effort of the Los Angeles Police Department and the reports of other local agencies. The Los Angeles Police Department seizures of cocaine have increased 19,250 percent in the ten-year period between 1976 and 1986 and 7,000 percent since 1980. For the third straight year cocaine abuse dominates the Los Angeles drug scene. In 1986 and 1987, the LAPD seized over 6-1/2 tons of the drug each year. (ADDENDA 1)

Los Angeles has the dubious honor of being considered the PCP capital of the U.S. The LAPD seizures of this product were up over 400 percent in 1988. In 1987, 153,565 milliliters of liquid PCP were confiscated, an increase of 108 percent over 1986. (LAPD Narcotic and Seizure Statistics, December 1987).

In Los Angeles, narcotics arrests have increased 118 percent between 1981 and 1987. Narcotics arrests through July, 1988 are outpacing narcotic arrests for the same period in 1987. (ADDENDA 2)

The Los Angeles County Department of Health Services reported that cocaine deaths have increased 205 percent and heroin deaths 21 percent since 1985. The National Institute on Drug Abuse reported that the number of cocaine-related deaths nation-wide have increased nearly four fold from 254 in the year ending June

1983 to 979 in the year ending June 1987. Approximately one fourth of the cocaine-related deaths occurred in the Los Angeles area. That does not count the near deaths and the irreparable mental and physical harm to those addicted.

Illicit drug related deaths, serious injury, crime, decreased productivity, and the treatment costs all contribute to an estimated loss to Los Angeles City and County residents in excess of $1.7 billion dollars annually. (City of Los Angeles, Citizens Panel, "War On Drugs - A Blueprint for Action")

With the increase in drug activity, the profit motive was recognized by the street gangs of Los Angeles and gang involvement escalated the drug problem. In the struggle to capitalize on this lucrative business, the number of injuries, deaths and criminal behavior rapidly accelerated.

Murder became a common business practice and reached unprecedented levels. There were 192 gang-related homicides in 1980; in 1986 there were 187; and 1987, there were 205 persons killed. For 1988 through July 31, gang-related homicides total 128, an increase of 6.7 percent over the same period in 1987. The injured, of course, comprised a much larger number. According to the LAPD's Investigative Analysis Section, gang-related homicides have risen over 37 percent since 1985.

The desire for power, money and influence has led gang members to establish "splinter" gang networks throughout the United States. The Drug Enforcement Administration (DEA) reports that Los Angeles based street gangs have been identified selling drugs in 46 states. (ADDENDA 3)

Currently, there are approximately 250 street gangs in the City with over 26,000 members. The Los Angeles County-wide estimate jumps to approximately 650 gangs with more than 75,000 members. In order for these gangs to protect their profits, firearms play an important role. Gun seizures by the LAPD have steadily increased. In 1987, weapons confiscation amounted to 10,969, of which 2,298 guns were seized in conjunction with drug arrests. This year, through June 30, the number of guns seized in conjunction with drug related arrests total 1,349. (ADDENDA 4)

The LAPD, using its total resources is unrelenting in its efforts to seek out, identify and, when legally possible, remove drug dealing from the City.

The amount of drugs smuggled into Los Angeles and related crime has an unacceptable impact on society. Control must begin at the borders with a strict interdiction of contraband substances. Public confidence is maintained by an aggressive enforcement policy.

DEPARTMENT ENFORCEMENT STRATEGIES

The LAPD has responded to the War on Drugs by utilizing a variety of enforcement strategies. They involve the totality of the criminal justice system and have achieved excellent results. (ADDENDA 5)

The LAPD has, in addition, undertaken numerous programs, task forces and operations. It has established enforcement strategies which go well beyond the traditional management of narcotics enforcement which specifically focused on the street sales of narcotics. The major facets of these strategies are as follows:

** Drug Abuse Resistance Education (DARE) Program

* Los Angeles anti-drug media campaigns to change public attitudes toward drug use.

* Meetings with motion picture and television producers/directors/writers to explain the facts of the drug epidemic and seek a reduction of narcotics and alcohol use depicted in movies and media productions.

* Narcotics Division, Public Information Officers talk to businessmen to encourage attention to corporate anti-drug policies, drug testing, and related liability issues. They stress saving money by curbing drug abuse and training supervisors in the recognition of drug users. Additionally, the officers stress the success of the military in reducing drug use through random testing and the value of a drug free work place.

* Advocating legislation and laws in the area of user accountability and prevention (e.g. Solicitation Task Force).

** Gang Related Active Trafficker Suppression (GRATS)

* Expanded City-wide undercover "Buy-Bust" narcotics operations with at least 50 pre-planned operations per month targeting "hot spots" of street gang and blatant narcotics sales. To date, cases from hand to hand sales to officers have resulted in: a 97 percent felony and conviction rate; a 90 percent sentencing rate in conformance with DA policy; setting of good conditions of formal probation

during sentencing favorable to law enforcement in order to violate offenders; and seek bail enhancements to keep suspects in jail.

* Dismantling of narcotics/gang distribution systems;

* OCJP/BJA Grants to assist LAPD in arresting mid-level "rock house" suppliers;

* Encouraging street sellers to give up their narcotic suppliers;

* Closing rock houses by serving 157 search warrants, using the LAPD "RAM", if necessary;

* Abatements against hotels, motels and houses which cause narcotic/gang activity to cease;

* Community relations personnel who convass targeted areas following operations have obtained a positive citizen response and the people cheered the RAM.

* By working on gang activity from both ends we are destroying their distribution networks;

* Computerization of information on gang drug dealers and sharing the information with other agencies;

* Coordinating meetings with members of the criminal justice system to sustain the effort;

* Front loading the system with prosecutable cases; and,

* Planned LAPD sustained effort.

** User Accountability

* Officers observe suspects buy narcotics and arrest the buyer and seller. Use federal law to seize the vehicles of the buyer and seller alike in a task force with the DEA.

* Publicizing the seizures to discourage others buyers and sellers.

* Having officers on the streets arresting those who solicit officers to sell drugs under the 1988 solicitation law and highly publicizing these arrests.

* Conduct three-day narcotic suspect sweeps resulting in the arrests of between 1000 and 1500 suspects.

* Patrol officers will arrest over 35,000 narcotics users by the end of the year through cross training.

** Interdiction by Identifying and Arresting Importers/ Suppliers

* Marine Smuggling Squad working in the harbor on Operation Pacific

* Air Smuggling Squad

* LAPD - Federal Airport Detail

* Clandestine Lab Squad

* Major Violators Section working with other local, state, federal agencies

* Results of this coordinated efforts are 6,045 pounds of cocaine seized with a street value of $1,019,321,125.

* Currency valued at $20,117,987 seized year to date and over $86,000,000 since 1987.

* Asset forfeiture hurts the trafficker's operation by taking the profit out of drug dealing by seizing money, cars and real property. Once accomplished, the traffickers no longer present a "glamorous" role model.

* LAPD, DEA, FBI Strike Force Operations

Record numbers of arrests have been made and extraordinary amounts of drugs, money, weapons and tangible assets are routinely confiscated as a result of the LAPD's enforcement efforts. In addition, these strategies include an effective education/prevention program, through DARE, aimed at reducing the demand for drugs. Current attitudes toward drugs must be changed. The key to this change is education, not only in our schools, but throughout the community. We must prepare children and adults to reject the use of illegal drugs in their lives.

Drug Abuse Resistance Education (DARE) Program - This is a preventive program aimed at children who have yet to have their first drug experience. Each year, specially trained

LAPD officers teach approximately 70,000 elementary and junior high school children how to develop self-esteem and to resist peer pressure so that they can say "NO" to drugs. The program is in all Los Angeles elementary and junior high schools. The DARE Program has been adopted in 41 states, and in foreign countries including, New Zealand and Australia, and Department of Defense Dependent Schools throughout the world. Currently, there are 1,392 officers that are trained in the DARE instruction program, which reaches 25,000 classrooms and over 1,500,000 students.

Not only is the Department educating school children, but efforts are being made to change public attitudes toward drug use. Anti-drug media campaigns are very much a part of the DARE Program. Meetings with entertainment industry leaders are taking place to discuss changing attitudes towards drugs and officers are speaking before private business groups and community functions with the goal of making the City drug free.

On January 14, 1988, the LAPD launched the Gang-Related Active Trafficker Suppression (GRATS) Program, the most intensified effort of its kind to combat the City's growing gang-related drug problem. GRATS operations target street gangs involved in drug manufacturing, distribution and street sales by utilizing

such enforcement strategies as undercover "buys," use of informants, ground/air surveillance, undercover officers and information collection and analysis.

In addition, the following three unique GRATS operations have met with considerable success:

Buy/Bust Forfeiture Task Force - The primary objective of this operation is to arrest those who sell, purchase or who are in possession of drugs at "hot spots" in which blatant sales of narcotics are occurring in residential areas. In a typical scenario, a drug customer drives up to a street dealer and purchases a narcotics substance. After driving away, the customer is taken into custody several blocks from the location. Both the customer and the dealer are arrested and any vehicles involved are seized and forfeiture procedures are initiated.

Solicitation Task Force - The purpose of this operation is to reduce the demand for drugs by arresting buyers who verbally solicit undercover officers to sell them rock cocaine or any other illegal drug.

Probation Violation Task Force - This operation targets previously convicted street gang members on active probation whose conditions of probation preclude them from associating with street gang members or participating in any narcotics or illegal activity of any type. Surveillances are established at known street gang meeting locations, hangouts, and residences. When a gang member violates the terms of probation, an arrest is made!

Through August 23, 1988, combined GRATS operations have resulted in: the arrest of 6,805 suspects, including 2,415 identified street gang members; impoundment of 63 vehicles; confiscation of 383 guns; the shutting down of 215 fortified "rock houses;" and seizure of over 246,815 grams of illegal drugs. (ADDENDA 6 and 7)

The LAPD sought out additional funding to further the attack on drugs in Los Angeles and applied for federal funds made available through the Anti-Drug Abuse Act of 1986. Two grants have funded the following programs:

Mid-Level Drug Offender Task Force - Funded by the California State Office of Criminal Justice Planning this task force utilizes LAPD Narcotics Division personnel to identify mid-level narcotics trafficking organizations,

identify entry routes of cocaine from Colombia and various other countries to the mid-level organizations, locate cocaine labs, determine the extent of distribution, and arrest, prosecute and seize assets of those involved. (ADDENDA 8)

Crack-Focused Substance Enforcement Program - An additional grant, funded by the Bureau of Justice Assistance, is the Crack/Focused Substance Enforcement Program. It was developed to immobilize crack cocaine trafficking organizations and reduce the availability of the substance by using improved enforcement coordination, investigations, prosecution and forfeiture. (ADDENDA 9)

As a result of the increasing proliferation of Los Angeles street gangs, the LAPD has intensified its enforcement operations, mobilizing additional resources to focus on and eliminate street gang activity. In addition to GRATS operations, the combined LAPD City-wide Office of Operations Gang Task Force and South Bureau Task Force have been very successful. Violence and drug enterprises are being reduced by numerous programs, operations and task forces with the following objectives:

* To break the pattern of criminal association endemic in violent street gangs.

* To reduce the urban terrorism, drug trafficking and violence associated with street gangs.

* To reduce community fears generated by the presence of the gangs.

* To break the cycle of gang membership which perpetuates the plague of violence in our community.

Task Force arrests from February 26 through August 13 total 15,934, of which 8,960 (56 percent) were identified as active street gang members.

NOTE: These arrest figures do not reflect GRATS activity totals.

RECOMMENDATIONS

The LAPD will continue to work cooperatively and unselfishly with all components of the criminal justice system at the municipal, county, state and federal levels to accomplish the goal of eradicating drugs and gangs. However, the LAPD cannot fight this drug war alone.

The federal government must make a commitment to a nation-wide drug enforcement policy and program, backed by funding for local law enforcement along with tough new legislation. To this end, the following recommendations are submitted to the U.S. Congress House Select Committee on Narcotics Abuse and Control.

* Propose that the federal government seek new legislation mandating a drug education program in all schools, modeled after the Drug Abuse Resistance Education Program (DARE). Recently, the National School Board Association and the National PTA urged the school systems of the Country to develop drug education programs and policies on substance abuse. The California Attorney General's Commission on the Prevention of Drug and Alcohol Abuse has recommeded that "the Education Code of the State of California be amended to require all school districts to adopt and

implement a drug and alcohol abuse prevention education curriculum in conformance with criteria established by the State Department of Education." The curriculum should ensure that all materials clearly communicate a "No drug and alcohol use" message. There is a need for teachers to be trained in drug abuse identification and prevention methods. Today, the LAPD DARE Program is foremost among the numerous anti-drug education campaigns designed to reduce the demand for drugs. If we are to reduce the demand for drugs in the U.S. it is imperative that the DARE Program be implemented nation-wide.

* Endorse the expansion of the Los Angeles-based federal strike force, to interdict the flow of narcotics into the United States. In addition, there must be an increase in the number of federal personnel deployed in the Los Angeles Area, committed to drug enforcement activities. The challenge of logistics and uncovering the covert nature of drug smuggling into Southern California requires increased interdiction support by federal agencies. The enhanced strike-force would.be more capable of detecting and intercepting illicit drugs before they are smuggled into the United States.

House Select Committee
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3.1

The geographical changes in drug smuggling routes from the East to the West Coast has had a serious impact on Los Angeles and as a result it is the major transshipment center for the nation. Therefore, a fully staffed Los Angeles-based strike force is critical to the interdiction of drugs into the Los Angeles area.

In addition to strike-force personnel, federal agency staffing levels in the Los Angeles area should be increased by no fewer than the number of personnel that follows: U.S. Coast Guard - 100 positions, U.S. Customs Service - 200 positions,
DEA - 60 positions, Federal Bureau of Investigation (FBI) - 50 positions, U.S. Marshals Service - 20 positions, as well as a proportionate increase in the Immigration and Naturalization Service and the Bureau of Alcohol, Tobacco and Firearms. The increased personnel are necessary to cover the expanded investigation and effect the prosecution of federal narcotic violations.

Currently, the LAPD deploys 400 officers specifically for narcotics enforcement; four times the number being deployed in the Los Angeles area by the FBI and DEA. While federal law enforcement has traditionally aimed at high-level interstate and international drug

organizations, the Los Angeles street gang drug trafficking phenomenon requires a commitment of federal resources to assist local law enforcement agencies to investigate narcotics offenders from the street level gang-related activity to the high volume/value trafficker/supplier. A two fold strategy is needed. First, there must be an increased use of special assistant U.S. Attorneys with federal pretrial detention and mandatory minimum sentences as opposed to state laws which do not have these restrictions. Second, there must be more use of federal conspiracy laws such as Racketeer-Influenced and Corrupt Organizations Act (RICO) and Continuing Criminal Enterprise (CCE), as well as forfeiture statutes to decimate, one by one, these gangs and their leadership. To have a significant impact on gang trafficking, an immediate increase in the number of federal drug agents and prosecutors assigned to the Los Angeles area is vital. Increased federal resources, both in personnel and equipment, are necessary to cover expanded investigations and prosecutions. There must be additional funding for the appointment of additional judicial officers, prosecutors and administrative support personnel.

There must be additional funding for supportive equipment: state-of-the-art computer systems, office equipment and supplies for the administration of the judicial facilities and support staffs.

The strike force, as well as increased federal enforcement efforts, mandates a fully cooperative and coordinated effort on the part of all the local, state and federal agencies involved.

* Recommend that the federal government provide more grant funds at all levels of government, to enhance the coordinated campaign of increased enforcement, interdiction and prosecution. In addition, a system should be implemented that would provide for grant funding directly from the federal government to the law enforcement agency.

More grant funding must be made available to be successful in the war on drugs. There must be added resources, personnel and equipment. Considerable monies should be allocated by government agencies at all levels in order to accomplish our common goals. Government legislators and administrators must develop budget spending which would include additional police,

prosecutors, probation, and parole officers including support personnel. The budget considerations must allow for increased spending to include necessary equipment and supplies. More grant awards would greatly augment spending at the local levels.

Grant funding received directly from the federal government, rather than through the states would streamline the grant application process and expedite the receipt of monies for use in the war on drugs. Current grant application procedures and program administration dilutes the impact, imposes program constriction and delays funding. Recently, the Conference of Mayors conducted a survey which found that much of the money is not getting to the cities. For example, less than one-third of the $3.3 million earmarked for certain local drug education programs by the 1986 Anti-Drug Abuse Act had reached the cities one year later.

In addition, community service organizations and private industry must be encouraged to provide more monies for anti-drug/anti-gang programs, nation-wide.

* Endorse the appointment of a federal counselor or advisor to the President with the sole responsibility for directing the Country's war on drugs. The individual would be the Director of the nation's drug policy, having the authority to frame the issues, develop policy and make recommendations directly to the President.

  This Executive Branch level position would oversee and coordinate the thirty-nine federal agencies involved in the fight against drugs, by defining priorities, programs and resource needs. The independent, full-time position would streamline the congressional oversight of the federal anti-drug campaign. In Congress, at the present time there are over thirty committees and sub-committees participating in oversight hearings on the drug-related issues. There must be a single source that utilizes the energies and recommendations of the committees and federal agencies resources in directing the nation's anti-drug programs.

* Recommend systems and procedures be enhanced so that the forfeited proceeds from the Federal Asset Forfeiture Law can be distributed more timely and ensure that these funds continue to go to local law enforcement agencies.

* Endorse the plan which calls for the allocation of money for the construction of four additional minimum-security federal prisons.

The current prison overcrowding problem is unsatisfactory. Approximately three quarters of the states are under court order to reduce overcrowding in the prisons. Funds are needed for construction and staffing of at least four new federal prisons. To accomplish our mission, that of aggressive enforcement, prosecution and removing the criminal gangs and drug pushers from the streets, we must have an increased number of correctional institutions to ensure that prescribed sentences are served.

* Endorse Multi-Jurisdictional Task Force Programs which integrate the resources and knowledge of federal, state and local enforcement agencies to enhance interagency coordination and facilitation of joint investigations.

* Propose legislation which would exclude any individual convicted for narcotics offenses from eligibility for discretionary federal assistance, grants, loans, licenses and contracts.

* Propose legislation which would require all persons found guilty of selling or distributing drugs to be reported to the Internal Revenue Service (IRS) for a review of their tax status.

* Propose legislation which would require private companies, firms or organizations seeking federal grants, contracts, permits or licenses to enforce a strict drug-free employee policy. Evidence of drug abuse among employees without appropriate corrective action by the employer could result in the suspension or revocation of the federal contractual agreements, endorsements, grants or permits.

* Propose legislation to increase funding for the expansion of additional facilities to house the judicial proceedings. In addition to the construction of new federal judicial buildings, existing federal court facilities are in need of renovation and expansion. The U.S. Department of Justice, Bureau of Justice Statistics, reported that federal drug convictions shot up 134 percent over the six-year period, from 5,244 in 1980 to 12,285 in 1986. This surge dwarfed a 27 percent increase in court convictions for other federal crimes. The

increase in prosecutions and convictions at the federal level is good news, however, if we are to continue, we must have sufficient facilities in which to carry out the criminal proceedings.

* Recommend that the U.S. Government and all the states adopt new legislation mandating substance abuse follow-up testing of all offenders as a condition of probation or parole.

* Recommend that all the states adopt legislation to increase penalties for adults who involve juveniles in the selling or distribution of narcotics.

* Propose federal legislation that provides mandatory sentences for anyone who crosses interstate lines for the purpose of conducting gang-related drug activities. Cocaine purchased in Los Angeles sells for approximately $13,000 a kilo, depending on the purity and amount purchased. According to DEA estimates, cocaine transported out of Los Angeles for sales in the other western states will command a price of $50,000 to $60,000 a kilo. In recent testimony before a Congressional subcommittee on gangs and drugs, U.S. Attorney, Robert Bonner called Los Angeles the "gang and cocaine capital

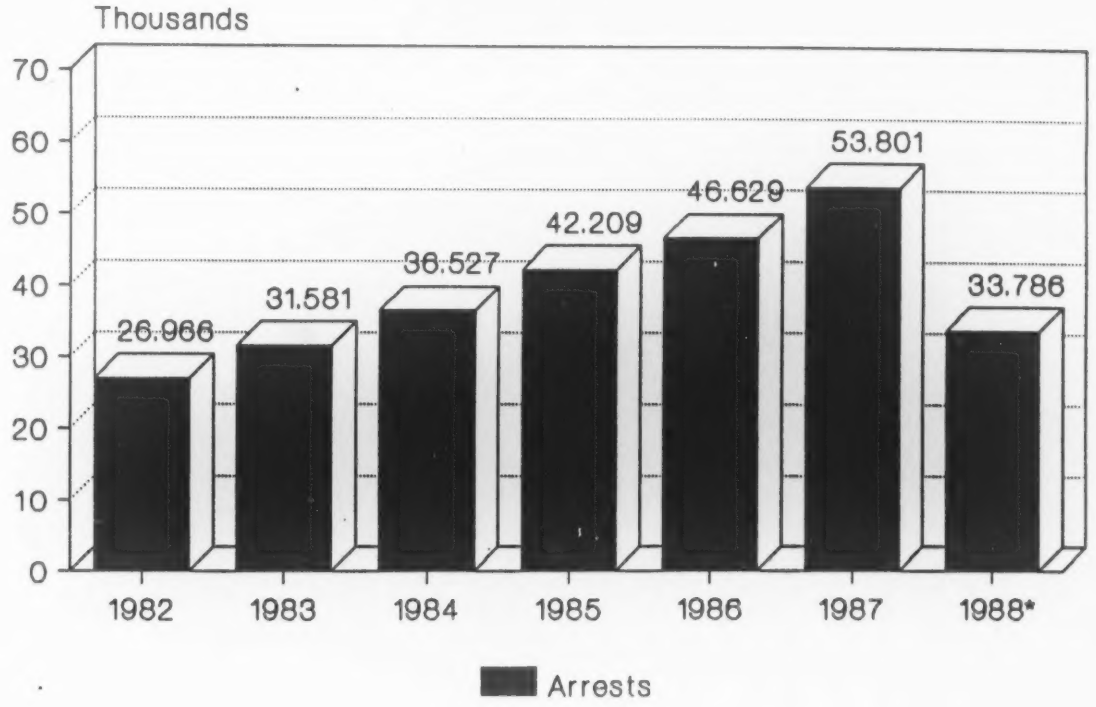
of the Country." Referring to gang involvement in interstate transportation and sales of drugs, especially cocaine, he warned, "If the gang/drug trafficking problem continues, we will find ourselves with an organized crime problem that will put the Mafia to shame."

* Recommend that all the states make the carrying of a concealed firearm a felony. Despite the fact that there is an increase in sophisticated weaponry in the arsenals of the gangs, the handgun is the most common weapon used in the street. The handguns, which are more readily available, vary in size and caliber and are commonly known as "Saturday night specials." These accessible handguns contribute to the majority of homicides and aggravated assaults. In the past five years, 53 percent to 61 percent of the murders in Los Angeles were drug related. The Los Angeles Unified School District reported that handguns confiscated in L.A. schools has more than doubled from 75 to 175 from 1986 to 1987. Seventeen of these guns were found on elementary school campuses.

* Endorse federal legislation that would prohibit the sales and possession of military-type assault weapons and all automatic weapons. The exotic and powerful weapons, including UZIs and Soviet made AK-47s, are being used by drug trafficking gangs to protect their illegal enterprises, intimidate witnesses and kill police officers. Drive-by shootings have increased significantly, and most often this indiscriminate violence results in death. According to a recent Congressional hearing on gangs and drugs, 50 percent of all drive-by shootings resulted in injury or death to innocent victims. Those innocent bystanders were victimized by the on-going violent drug/gang wars. Testimony at the same hearing revealed that to date over twenty thousand homicides in America have been determined to be drug-related. The International Association of Police Chiefs have urged that the policy of just saying "NO" to drugs should include saying "NO" to "DRUG GUNS" that protect the lethal drug trade and inflict not only bloody casualties but unprecedented terror on our communities.

LOS ANGELES POLICE DEPARTMENT

Narcotic Arrests



* Through July 31, 1988.

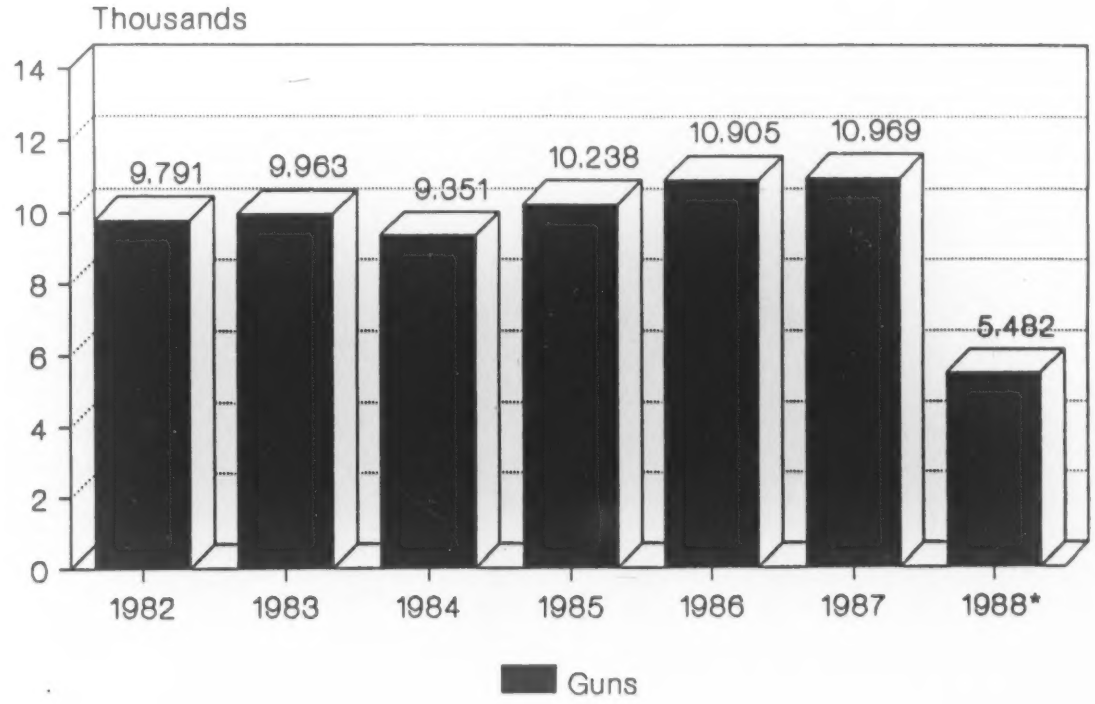
ADDENDA 2

"LOS ANGELES STREET GANGS" NARCOTIC TRAFFICKING

ADDENDA 3

LOS ANGELES POLICE DEPARTMENT

Gun Seizures



* Through June 30, 1988.

ADDENDA 4

NARCOTIC ENFORCEMENT STRATEGIES

The LAPD has developed innovative narcotic enforcement strategies to combat illicit drug activity and related criminal street gang involvement. Record numbers of narcotic arrests have been made and extraordinary amounts of narcotics, money, weapons and tangible assets are routinely confiscated as a result of the LAPD's enforcement efforts. The following enforcement strategies go beyond the traditional approach which specifically focused on street sales.

* Drug Abuse Resistance Education (DARE) Program - Working in conjunction with the Los Angeles Unified School District, the LAPD embarked upon the development of a curriculum geared toward the reduction of the demand for drugs and aimed at children who have yet to have their first drug experience. LAPD instructors teach elementary and junior high school children how to develop self-esteem and to resist peer pressure so that they can say "no" to drugs. The following DARE program lessons are used by DARE instructors.

  PRACTICES FOR PERSONAL SAFETY - Used to acquaint students with role of police and review practices for safety of students.

DRUG USE AND MISUSE - Helps students understand harmful effects of drugs if they are misused.

CONSEQUENCES - Helps students understand that there are many consequences, both positive and negative, that result from using and choosing not to use drugs.

RESISTING PRESSURES TO USE DRUGS - To make students aware of the kinds of peer pressure they may face and to help them learn to say no to offers to use drugs.

RESISTANCE TECHNIQUES - WAYS TO SAY NO - Teaches students ways to say no in resisting various types of pressure.

BUILDING SELF-ESTEEM - Helps students understand that self-image results from positive and negative feelings and experiences.

ASSERTIVENESS-A RESPONSE STYLE - Teaches that assertiveness is a response style that enables a person to state his or her own rights without loss of self-esteem.

MANAGING STRESS WITHOUT TAKING DRUGS - Helps students recognize stress and suggests ways to deal with it other than by taking drugs.

MEDIA INFLUENCES ON DRUG USE - Helps students develop the understanding and skills needed to analyze and resist media presentations about alcohol and drugs.

DECISION MAKING AND RISK TAKING - Helps students apply the decision making process in evaluating the results of various kinds of risk taking behavior, including that of drug use.

ALTERNATIVES TO DRUG USE - Helps students find out about activities that are interesting and rewarding and that are better than taking drugs.

ROLE MODELING - Older student leaders and other positive role models that do not use drugs talk to younger students to clarify the misconception that drug users are in the majority.

FORMING A SUPPORT SYSTEM - Students will be able to develop positive relationships with many different people in order to form a support system.

RESISTING GANG PRESSURES - Students will be able to identify situations in which they may be pressured by gangs and to evaluate the consequences of the choices available to them.

DARE SUMMARY - Helps students summarize and assess what they learned from the program.

TAKING A STAND - Students complete their own commitment and present to class. Helps them respond effectively when pressured to use drugs.

CULMINATION - Practical demonstration and role playing exercises wherein the students by acting out various scenarious verbalized the intent of the DARE Program, by just saying "NO" to drugs.

* Major Dealer Enforcement

The Narcotics Division Major Violators Section (MVS) consists of 70 officers and is responsible for the investigation of known major drug traffickers. MVS detectives have had to redirect their efforts towards drug traffickers dealing in multi-kilos of narcotics only. Detectives work with state, local and federal narcotic agencies in this endeavor.

* Interdiction of Imported or Manufactured Drugs

Narcotics Division has staffed a number of task forces involving various federal, state and local agencies to eradicate certain aspects of the illegal drug trade.

Operation Pacific Task Force - The enforcement of drug smuggling into the Los Angeles harbor involves the U.S. Customs, U.S. Coast Guard, Los Angeles County Sheriff's Department, and the Los Angeles Harbor Patrol.

Air Smuggling Squad - Investigates the smuggling of drugs in private aircraft; works with other state and federal law enforcement agencies in combined investigations; exchanges information and maintains liaison with area airports.

Clandestine Lab Squad - The steady demand for designer drugs has caused the creation of a squad which investigates the flow of chemicals to illegal labs. For the past four years, California has led the nation in the seizure of illicit drug labs. The majority of the seized clandestine labs were in Los Angeles.

In January 1982, President Reagan's South Florida Task Force, led by Vice-President Bush, began to combat major drug trafficking operations in Florida. Since this interdiction began, the drug supply has been redirected to smuggling routes through Mexico into Southern California.

The geographic changes in the narcotics smuggling routes have had a serious impact on Los Angeles. In 1982, the LAPD seized 362 pounds of cocaine. In 1987, the seizures increased to an alarming total of 13,346 pounds or 6 1/2 tons valued at $2.5 billion.

Los Angeles remains the PCP manufacturing capital of the world. The LAPD seized 153,565 milliliters or 40 gallons (liquid PCP) in 1987, an increase of 108 percent over 1986. The LAPD seizures of this product were up over 400 percent in 1988. Narcotics Division's Clandestine Lab Squad has closed ten makeshift drug labs with well over 100,000 PCP laced cigarettes confiscated.

In 1987, LAPD personnel affected 53,801 drug-related arrests. Narcotics Division personnel arrested 12,047 drug offenders.

* Street Sales Enforcement

Narcotics Division's Field Enforcement Section (FES), 108 officers and detectives combat the City-wide narcotic problem through on-going investigations and arrests of street dealers and buyers. The FES personnel are divided among four geographic bureaus. Each bureau supports the uniformed geographic patrol divisions in their area. FES personnel seized over 33 million dollars worth of narcotics in 1987 and arrested 11,319 narcotics suspects. In 1986, FES officers seized over 33 million dollars worth of narcotics.

* Legislation

The Chief of Police and the LAPD advocates legislation in the area of user accountability and drug prevention.

* Training/Prevention

The LAPD aggressively promotes personnel awareness in narcotics enforcement and drug abuse prevention through Department-wide "in-service" narcotics schools, roll call training, video tape presentations and information/ training bulletins.

In addition, Narcotics Division has an on-going program to educate the public regarding drug abuse and prevention within the community.

* Abatement/Asset Forfeiture

The Los Angeles Police Department has established units to close down hotels and motels which condone drug sales as well as seize assets of drug dealers in an effort to take the profit out of drug dealing.

Gang-Related Active Trafficker Suppression (GRATS) Program

On January 14, 1988, the LAPD launched the most intensified effort of its kind to combat the City's growing gang-related drug problem. The implementation of GRATS involved coordinating all available resources and combining the efforts of specialized entities within the Department into a joint task force operation.

The following program strategies are designed to impact gang-related narcotics trafficking indefinitely. It is anticipated that in-depth investigations and sustained high visibility enforcement efforts will result in the deterrence of and decrease in violent crimes.

Program strategies:

* Expand undercover "buy/bust" narcotics suppression operations.

* Identify the leadership and members of street gangs involved in the drug trade and conduct surveillances of their activities.

* Apply civil abatement where appropriate.

* Identify the major source suppliers to street dealers and automate the information within the Narcotics Information Network for interagency and Departmental access and investigation.

* Seize drug buyer/seller vehicles, tangible assets and currency under state and federal forfeiture statutes.

* Target "hot spot" locations of blatant street narcotics activity and rock houses that are under the control of street gang members.

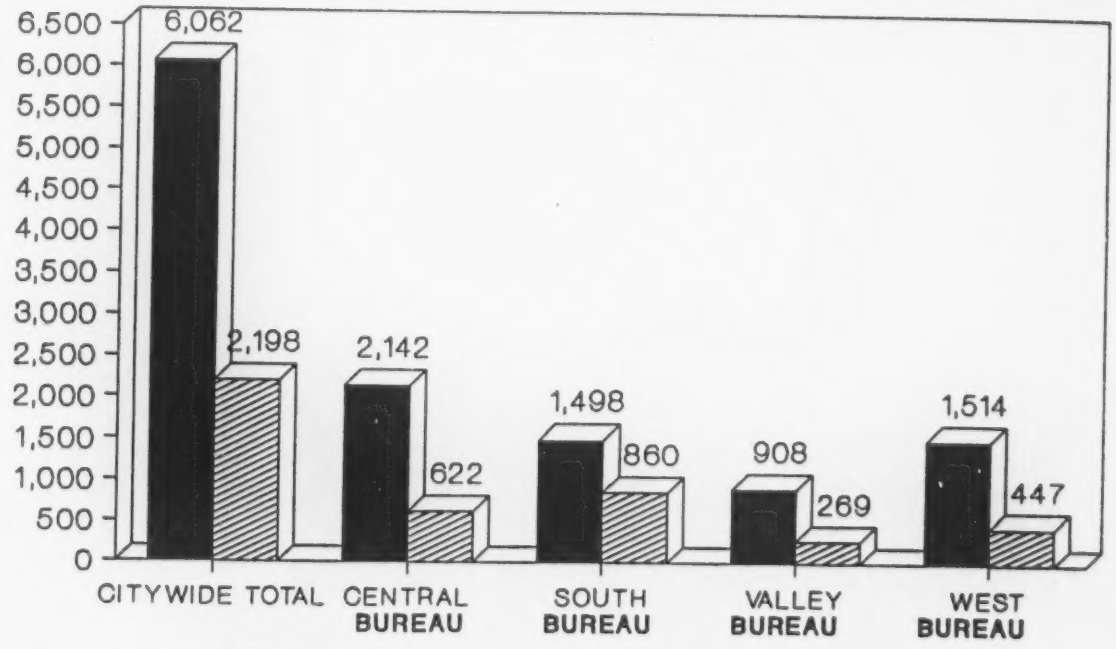
* Identify gang member affiliations within a drug trafficking organization.

* Establish the areas within California and neighboring states that are linked to the organizations, and notify those jurisdictions.

* Investigate possible conspiracies, and prepare the necessary arrest and search warrants to prosecute each organization and/or associated street gangs.

* Pursue federal as well as state criminal prosecutions for high volume traffickers and repeat offenders.

LOS ANGELES POLICE DEPARTMENT
GRATS ARRESTS, YTD JULY 1988



TOTAL ROCK HOUSES:	184
TOTAL GUNS:	294
TOTAL VEHICLES SEIZED:	63

Mid-Level Drug Offender Program

The LAPD's Mid-Level Drug Offender Program has been designed to eradicate suppliers and dealers of cocaine who are the link between the major traffickers and the street retailers. This program is a multi-component operation coordinated by the LAPD and includes a cooperative effort among the courts, L.A. District Attorney's Office, L.A. County Probation Office and the L.A. City Attorney's Office. This grant funded by the Bureau of Justice Assistance (BJA) through the California Office of Criminal Justice Planning, this task force uses Narcotics Division employees to:

* Identify mid-level narcotics trafficking organizations;
* Locate cocaine labs and "rock houses";
* Determine the extent of the distribution;
* Arrest and prosecute those involved;
* Seize property, currency and tangible assets of the convicted.

Crack Focused Substance Enforcement Program

An additional grant funded project sponsored by the BJA is the Crack/Focused Substance Enforcement Program. The program was developed to immobilize crack cocaine trafficking organizations and to reduce the availability of crack through improved coordination, investigations and prosecutions. The Crack/Focused Substance Enforcement Program objectives are to:

* Identify the leadership and members of the crack trafficking organizations and conduct surveillance of their activities;

* Identify the major source crack suppliers to dealers of cocaine and input the information into the Narcotics Information Network for major violator investigations;

* Identify the street gangs affiliated with each crack trafficking organization and establish the areas within California and neighboring states that are linked to the organizations, and notify those jurisdictions;

* Investigate possible conspiracies, and prepare the necessary arrest and search warrants to prosecute each organization and/or associated gangs:

* Seize the illegal narcotics, tangible assets and currency controlled by the organization for eventual federal and/or state criminal prosecutions and assets forfeiture proceedings.

CITY OF SANTA MONICA CALIFORNIA

Department of Police
James F. Keane
Chief of Police

1685 Main Street
Santa Monica, CA 90401
(213) 394-5411

August 25, 1988

I would like to thank Congressman Levine and Congressman Berman for introducing the legislation which let to the creation of the Southern California Drug Task Force. The drug task force is a good starting point, however, much more federal help is needed.

The abuse of drugs and resulting legislation is not new. A congressional report in 1909 addressed the loss of life and fortunes to cocaine addiction. Legislation in 1914 made cocaine illegal. Marijuana use increased and in 1937 marijuana legislation was enacted making its use illegal. Has this and subsequent legislation slowed the drug problem? Legislating the laws has always been the easy part. The commitment to enforce these laws to their fullest extent has proven to be the toughest part.

As a nation we lead the world in the use and abuse of drugs. News stories report an alarming account on a daily basis. Almost one-third of all kids in the U.S. use illegal drugs, 50% of California high school students have tried drugs by age eleven, and even closer to home, juvenile arrests for narcotics in Los Angeles in the period 1980 through 1985 had risen 443%. I mention children because they are this nation's future.

We have become a permissive society, there was a whole generation in the 60's and 70's which grew up thinking drugs were no big deal. You can get government jobs and private sector jobs requiring trust and skill even if you previously have used drugs. Fifteen years ago you could get these jobs if you had used marijuana one or twice. A short while later the screening criteria focused on drug use within the year preceeding one's hiring. Now I hear of employers both in government and in the private sector hiring people who have used hard drugs previously. The time has come to draw the line, especially for those of us in law enforcement.

We need to get tough with the drug dealers and cut off their supply at the source. We need to change attitudes with aggressive prosecution to the fullest extent of the law. This will take greater commitment from all agencies involved including the federal government which must also increase its resolve by devoting additional manpower and resources.

When talking about manpower the first question always asked is what's the cost. The figure quoted for the socio-economic cost of a traffic death is $350,000. This takes into consideration investigation time by an enforcement agency, the loss of a person's work contribution, taxes paid by the victim, and the resulting cost to the government to aid the family. The cost for a drug victim, dead or alive, to the society is likely more. It certainly must be less expensive to enforce the law.

Federal help must be increased. Los Angeles County has in excess of fifty law enforcement agencies. One agency must take the lead in coordinating this effort and the federal government has a more varied enforcement capability. This includes the Coast Guard, Customs Service, INS, FBI, BATF, U.S. Marshalls, U.S. Attorney and DEA.

SERGEANT JOHN MIEHLE

JM:ag

THE NEED FOR INCREASED
FEDERAL LAW ENFORCEMENT SUPPORT
IN LOS ANGELES AND SOUTHERN CALIFORNIA

A STATEMENT TO
THE HOUSE SELECT COMMITTEE
ON NARCOTICS ABUSE AND CONTROL

LOS ANGELES, CALIFORNIA
AUGUST 25, 1988

AGENT MICHAEL KAYE
REDONDO BEACH POLICE DEPARTMENT
REDONDO BEACH, CALIFORNIA

THE NEED FOR INCREASED FEDERAL LAW ENFORCEMENT
SUPPORT IN SOUTHERN CALIFORNIA

My name is Michael Kaye and I am a Police Agent with the City of Redondo Beach Police Department. I have approximately fifteen years of law enforcement experience in Redondo Beach and I have been assigned to narcotic enforcement since 1984.

A lot has changed in the few years that I have been assigned to narcotic investigations. When I started this assignment, our routine cases generally involved local individuals who sold or possessed relatively small quantities of cocaine or other controlled substances. It was an unusual situation to see pound or kilogram quantities of cocaine. At that time, the "big" cases were being made in the Miami and South Florida areas. Federal agencies, Task Forces and joint investigations between Federal and Local Agencies in Florida were constantly making headlines with the seizures of large quantities of cocaine and the arrests of individuals from Columbian cocaine organizations. At that time, the Southern California law enforcement community was glad that the Columbian cocaine problem was on the other side of the country. We had our hands full within our own jurisdictions just trying to keep the lid on the smaller, local problem.

Well, now things are different. The headlines are now being made in the Southern California area. Seizures of large quantities of cocaine and drug-tainted currency are becoming a every-day occurrence in the Los Angeles area. Street homicides, drive-by shootings and gang violence have skyrocketed, fueled by the lure of profits from cocaine sales. The street price of quality cocaine has dropped dramatically. The Columbian cocaine problem has arrived and has become deeply entrenched in the Southern California area. Our ports, highways and airports are attractive transshipment points for literally tons of cocaine imported from Columbia. "Stash" houses, where large quantities of cocaine are stored pending transfer to couriers and dealers, have become commonplace and can be found in almost every community in the Los Angeles area.

It should be no surprise that the increase in illegal narcotics activity cannot be controlled with the already limited resources available to state and local agencies. It has been my experience that most local agencies in the Southern California area recognize the need for increased narcotics law enforcement but are unable to commit sufficient resources to adequately attack the overall problem. Most Southern California police agencies are short of manpower throughout their Departments and are having trouble recruiting qualified personnel for their patrol functions, much less their narcotic enforcement activities. The size of our Department's narcotic enforcement bureau has doubled since 1984, but we can still only moderately impact drug users and sellers within our own jurisdiction. We certainly do not have the resources to attack the "bigger" problem of cocaine smuggling and distribution.

The narcotics problem in this country has no jurisdictional boundaries. Cocaine traffickers are not limited by borders between countries or states or by lines between county or local jurisdictions. The war cannot be fought by local law enforcement agencies who are often limited geographically by the municipalities they serve. In your own words, Mr. Levine, we need a "coordinated, interagency effort to fight the drug war".

I have had the opportunity the be involved in "task force" investigations where federal and local agencies have cooperated to target major violators; and I can tell you that this is the only method that can successfully investigate and prosecute Columbian cocaine traffickers. Most successful cases are developed through lengthy surveillance and through long and complicated investigations. These type of cases require massive resources; especially a huge commitment of manpower. Almost every local and federal agency in the Southern California area has intelligence information or "leads" regarding drug traffickers which is not being pursued and which may never be prosecuted simply because there is not manpower available to investigate the information. And this deplorable situation will not change without a new committment by the Federal Government.

The Los Angeles Gang Task Force created by your efforts is a step forward in the right direction. It's been a long time coming and I am sure that it will be a great success. However, it is only a start and

it is certainly not a solution to the problem. The solution can only come with continued support from the Federal Government. It's going to take the same commitment of manpower and resources to the Southern California area as that directed towards the problem in South Florida. Because, make no mistake, the South Florida problem has moved to the west coast of this country.

There are currently more than 300 federal law enforcement officers assigned in the South Florida area; and there are only slightly more than 100 federal officers assigned to the Los Angeles area. This is a grossly unfair allocation of manpower which needs to be addressed. And the solution is not to move available personnel to new assignments; the solution is new, additional manpower added to the current compliment of Federal Agents, United States Attorneys and Federal prison personnel.

The law enforcement community of Southern California needs support and assistance from the Federal Government. Our enforcement officers are spread much too thin. Our courts and prosecutors are struggling with huge, unmanageable case loads. County jails and state prisons are full.

I know that the cost will be high and will run into millions of dollars. But the Federal Government made the commitment for the South Florida area and I'm sure that we all agree that the Southern California area deserves the same effort. Cost figures don't take into account the value of human life and productivity lost to drug use every day; and, if I may quote you again, Mr. Levine, "The cost of not acting is so much greater".

We know that there is still an army of narcotic traffickers who will continue to prey on our society. So far, we have fought valiantly and we have won many battles; but we have been out-manned, out-financed and out-gunned. I know that, with an increase in support from the Federal Government, we can start to win the war on drugs in Southern California.

Prepared and submitted by: Agent Michael Kaye
Vice/Narcotics Bureau
Redondo Beach Police Department
401 Diamond Street
Redondo Beach, California 90277

STATEMENT

OF

JAMES BRAMBLE
ASSISTANT SPECIAL AGENT IN CHARGE
LOS ANGELES FIELD DIVISION
DRUG ENFORCEMENT ADMINISTRATION

BEFORE

THE

SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
HOUSE OF REPRESENTATIVES

CONCERNING

YOUTH GANGS

ON

AUGUST 25, 1988

LOS ANGELES, CALIFORNIA

MR. CHAIRMAN, MEMBERS OF THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL: I AM PLEASED TO APPEAR BEFORE YOU TODAY TO DISCUSS THE INCREASED DRUG TRAFFICKING AND GANG PROBLEMS IN THE LOS ANGELES AREA.

DRUG ENFORCEMENT ADMINISTRATION INVESTIGATIVE AND INTELLIGENCE COLLECTION ACTIVITY IN THE LOS ANGELES DIVISION HAS IDENTIFIED A SIGNIFICANT INCREASE IN COCAINE, HEROIN AND PCP TRAFFICKING IN AND THROUGH THE LOS ANGELES AREA OVER THE PAST FEW YEARS. OF PARTICULAR CONCERN IS THE INCREASED USE OF LOS ANGELES AS A STAGING/TRANSHIPMENT POINT FOR COCAINE HYDROCHLORIDE IN ROUTE FROM LATIN AMERICAN PRODUCER COUNTRIES TO MAJOR UNITED STATES CONSUMER MARKETS.

ONE INDICATION OF THIS INCREASED ACTIVITY IS THE WHOLESALE COST OF COCAINE IN LOS ANGLES WHICH IS THE CHEAPEST OF ANY MAJOR METROPOLITAN MARKET IN THE UNITED STATES. AS TRADITION DICTATES, THE CLOSER TO THE SOURCE, THE MORE COCAINE AVAILABLE, THE LOWER THE PRICE.

ANOTHER INDICATOR IS THE NUMBER OF SEIZURES AND THE SIZE OF THE SEIZURES. BOTH HAVE INCREASED AT AN ALARMING RATE SINCE 1982. WE HAVE MOVED FROM A NORM OF MULTI-KILOGRAM SEIZURES TO ONE OF MULTI-HUNDRED KILOGRAM SEIZURES DURING THIS TIME SPAN.

ADDITIONALLY, ONE HAS ONLY TO LOOK AT ONE OF THE MAJOR BY PRODUCTS OF DRUG TRAFFICKING TO GET A FEEL FOR THE TREMENDOUS VOLUME OF DRUGS MOVING THROUGH THE LOS ANGELES AREA. THIS IS NARCOTICS GENERATED DOLLARS. DURING THE PAST SEVERAL YEARS, MONEY SEIZURES IN THE SOUTHERN CALIFORNIA AREA HAVE CONTINUALLY REACHED HIGHER AND HIGHER LEVELS WITH SEIZURES IN THE MILLION DOLLAR RANGE NOT EVEN BEING A NEWS WORTHY ITEM ANYMORE.

STREET GANG ACTIVITY IS ALSO A MAJOR CONCERN OF LAW ENFORCEMENT IN SOUTHERN CALIFORNIA. THE GANGS THEMSELVES HAVE EXISTED IN ONE FORM OR ANOTHER SINCE THE 1920's, GROWING IN SIZE AND STRENGTH OVER THE YEARS. THE RECENT INCREASE IN VIOLENCE CAN BE TRACED TO THE GANGS INCREASED INVOLVEMENT IN DRUG

TRAFFICKING, PRIMARILY CRACK COCAINE. THEIR LOCAL INVOLVEMENT INCLUDES CRACK DISTRIBUTION THROUGH STREET DEALERS AND THE OPERATION OF NUMEROUS CRACK HOUSES THROUGHOUT THE METROPOLITAN AREA. THE PROFITS DERIVED FROM THEIR DRUG TRAFFICKING ACTIVITIES ARE BEING USED IN PART TO PURCHASE THE NUMEROUS WEAPONS, INCLUDING ASSAULT RIFLES AND FULLY AUTOMATIC WEAPONS, THAT HAVE BECOME COMMON PLACE AMONG GANG MEMBERS.

THE GANGS ALSO APPEAR TO BE CHANGING FROM UNSTRUCTURED UNDISCIPLINED GROUPS INTO SOPHISTICATED CRIMINAL ORGANIZATIONS CAPABLE OF SPREADING THEIR PARTICULAR BRANDS OF CRIMINAL ACTIVITY THROUGHOUT SOUTHERN CALIFORNIA AND INTO OTHER MAJOR METROPOLITAN AREAS. INTELLIGENCE INDICATES THAT LA STREET GANG ACTIVITY HAS SPREAD TO 46 ADDITIONAL US CITIES OUTSIDE OF CALIFORNIA.

THE DRUG ENFORCEMENT ADMINISTRATION IN CONJUNCTION WITH OTHER LAW ENFORCEMENT AGENCIES AND THE US ATTORNEYS OFFICE HAS BEEN ASSESSING THE ESCALATING DRUG PROBLEMS, INCLUDING STREET GANGS FOR THE PAST YEAR. AS PART OF THIS ASSESSMENT DEA HAS PARTICIPATED IN SEVERAL HEARINGS, SUCH AS THIS ONE, IN AN ATTEMPT TO FULLY IDENTIFY THE PROBLEMS AND PROPERLY PLAN AND PREPARE A COORDINATED, UNIFIED RESPONSE TO DEAL WITH THE TRAFFICKERS AND STREET GANGS.

DEA HEADQUARTERS HAS AUTHORIZED AN INCREASE FOR THE LOS ANGELES DIVISION MANPOWER CEILING WHICH HAS ENABLED US TO FORM A JOINT FEDERAL/STATE AND LOCAL TASK FORCE TARGETING ORGANIZED GANG ACTIVITY. THE TASK FORCE WILL WORK UNDER THE ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCE UMBRELLA OF THE US ATTORNEYS OFFICE AND WILL BE HOUSED AT THE DEA AND FUNDED THROUGH THE DEA.

THE ESCALATING DRUG AND GANG PROBLEM POSES A SERIOUS THREAT TO THE SAFETY OF OUR COMMUNITIES. DEA WILL CONTINUE TO WORK IN ANY WAY POSSIBLE WITH LOCAL AND STATE AUTHORITIES TO STOP THIS ALARMING EPIDEMIC.

MR. CHAIRMAN, THIS CONCLUDES MY STATEMENT. I WILL BE PLEASED TO ANSWER ANY QUESTIONS YOU MAY HAVE.

STATMENT OF ROBERT C. BONNER
UNITED STATES ATTORNEY
CENTRAL DISTRICT OF CALIFORNIA

BEFORE

THE HOUSE SELECT COMMITTEE ON NARCOTICS
ABUSE AND CONTROL

LOS ANGELES, CALIFORNIA

AUGUST 25, 1988

Congressman Levine, Members of the Committee, I appreciate the opportunity to address the Select Committee today regarding the problem of illegal drugs in the Los Angeles area and am hopeful that forums such as this will help focus increased resources on this difficult challenge facing law enforcement in Southern California.

Los Angeles has become the principal distribution center for the nation's cocaine supply. Due to the effectiveness of interdiction efforts in south Florida in recent years, the cocaine importation pattern has shifted from the Southeast to Southern California. The Colombian cocaine cartel has linked up with Mexican drug trafficking organizations to smuggle huge quantities of cocaine across the porous Southwest border and transport it to Los Angeles, where it is warehoused and

distributed throughout the United States. Last year, local and federal law enforcement agencies in Los Angeles and Orange Counties seized more than 30,000 pounds of cocaine -- up from 4,000 pounds in 1985. Colombian cocaine organizations have earmarked much of the cocaine flowing into the Los Angeles area for distribution to the West Coast, Midwest and even as far east as New York.

The first level of distribution is performed by Colombians operating in and out of Southern California, who supervise and control 50-pound to 100-pound shipments to other areas of the country. Separate organizations of Colombians are engaged in laundering the money, principally into Panamanian banks controlled by the Medellin cartel. Operation Pisces, an undercover Drug Enforcement Administration money-laundering operation that concluded this year with the convictions of 115 people, revealed that the Colombians were laundering $17 million in cash weekly (close to $1 billion annually) out of Los Angeles.

Concurrent with the shift of massive quantities of cocaine into the Los Angeles Metropolitan area, we have seen Mexican drug organizations, which traditionally grow and smuggle marijuana and heroin into the U.S., linked up with the Colombian traffickers. Forging the Mexican connection became necessary for the Colombian cartel in order to smuggle tens of thousands of pounds of cocaine annually across the Southwest border. The Mexican trafficking organizations knew how to accomplish this. Once across the border, most of this cocaine is funnelled into the Los Angeles area for ultimate distribution throughout the U.S.

In addition to the influx of cocaine, Los Angeles is a major point of entry and a principal distribution center for "China White" heroin, produced in the "Golden Triangle." This heroin trade is dominated by Asians, principally ethnic Chinese, organized crime groups and is international in scope. The flow of heroin from Southeast Asia is increasing.

Lastly, I regret to say that Southern California is also a principal producer of illegal drugs. A majority of the PCP and methamphetamine available in the U.S. is manufactured by clandestine labs operating in Southern California.

Equally alarming, in the last four years, we have seen the growing involvement of Los Angeles street gangs in the processing and distribution of rock cocaine or "crack." Street gang alumni use "sets," or sub-gangs, of the Crips and Bloods to make street sales and to exert muscle. Many of these gangs are using the proceeds of illegal drug sales to buy sophisticated firearms, like AR-15s, AK-47s and Uzis. Along with this come the frequent reports of violence with which we have unfortunately become all too familiar. More ominously, these emerging modern-day gangsters have set up rock cocaine distribution outlets in cities across the country. I can assure you, that if these gangs are allowed to become entrenched in the drug distribution business on a nationwide scale, in the coming few years we will find ourselves with an organized crime problem that will put the mafia to shame.

I am advised that there are approximately 275 active sub-gangs of the Crips and the Bloods that exist in Los Angeles today, and most, if not all of them, are involved in processing and marketing "crack." Some of the sub-gangs or "sets" have or

are in the process of setting up "crack" distribution outlets in dozens of locations across the country, including Tulsa, Salt Lake City, Kansas City, Oklahoma City, Minneapolis, Phoenix, Nashville, Portland and Seattle.

To illustrate this point, the United States Attorney's Office in Seattle recently prosecuted and convicted several members of the "92 Hoover Street Crips," a Los Angeles gang. The principal defendant was recently sentenced to 25 years' imprisonment by a federal judge in Seattle. I have attached an affidavit that was made in support of a search warrant executed by the Seattle Police Department and DEA agents in Inglewood, California on May 11, 1988, as part of that case. The evidence in the Seattle federal case revealed that nearly a year ago, members of this Los Angeles street gang established three rock houses in Seattle. They also established "crack" distribution outlets in Oklahoma City. The case also reveals other disturbing details that are characteristic of the phenomenon that we are seeing with increasing frequency: the ready availabilty of illegal weapons (Uzis and sawed-off shotguns), the large amounts of cash handled

through the crack houses ($6,000 per day in the three crack houses located in Seattle), and the fact that the money returns to Los Angeles where the source of illegal drug supply originates.

The U.S. Attorney's Office in Kansas City has indicted a half dozen cases within the last four months that involve L.A. gang members as defendants, a phenomenon that federal and local law enforcement agencies there believe began late last year. Those cases are being investigated under the auspices of the Organized Crime Drug Enforcement Task Force, with participating agencies including the Kansas City Police Department, the FBI, Bureau of Alcohol, Tobacco and Firearms, and Internal Revenue Service.

Just last week, 20 members of the Los Angeles "Bloods" were arrested in Minneapolis in connection with the distribution of rock cocaine in that city.

While federal law enforcement has traditionally aimed at high-level interstate and international drug organizations, the Los Angeles street gang drug trafficking phenomenon requires a

commitment of federal resources to assist the Los Angeles Police Department and other local law enforcement agencies in this area in attacking this emerging problem at its source, which is here in Los Angeles. A two-fold strategy is called for: (1) increased use of federal prosecution, i.e., pre-trial detention and mandatory minimum sentences, to prosecute and remove significant players in drug trafficking by Los Angeles street gangs, and (2) the use of federal conspiracy, RICO, enterprise and forfeiture statutes to systematically decimate, one by one, these gangs and specifically their leadership.

In order to have a significant impact on gang trafficking, an increase in the number of federal drug agents and federal prosecutors assigned to Los Angeles will be needed. Although my office is prosecuting some street gang members where federal mandatory minimum sentencing laws apply, we are severely limited in the number of cases we can presently take. Neither the Drug Enforcement Administration, the FBI nor my office currently has sufficient manpower allocated to it to successfully address this menace.

The need for increased federal prosecution of L.A. street gangs points up the inadequacy of state laws and the state criminal justice system to deal effectively with the drug problem. If we are to seriously address the proliferation of illegal drugs in California, something must be done soon about the revolving door system of justice in the state courts. The state legislature needs to recognize, as the federal bail law does, that drug dealers are a danger to the community and deserve detention. Jail space must be expanded in Los Angeles County. The legislature also needs to sharply increase the penalties for dealing in even small amounts of rock cocaine.

In my view, a joint local-federal gang drug trafficking task force, with sufficient federal agents and federal prosecutors, working with local law enforcement and prosecutors, can have a real impact on the problem. To that end, a few weeks ago I announced the formation of a federal-local task force specifically designed to combat Los Angeles street gang-drug trafficking organizations.

The task force, which will be fully operational within the next few weeks, is composed of 8 agents from the DEA, 2 agents from ATF and 20 narcotics officers from local law enforcement agencies, including the Los Angeles Police Department and the Los Angeles Sheriff's Office. Five Special Assistant U.S. Attorneys are assigned to the task force, four of which have been made available to me by local and state prosecutive offices.

I have designated Los Angeles street gang-drug trafficking as an Organized Crime Drug Enforcement project in this federal district, and the task force will work under the auspices of the Organized Crime Drug Enforcement Task Force for this region.

The formation of Los Angeles Street Gang-Drug Trafficking Task Force was made possible by the decision of DEA Headquarters to add eight new agents to DEA's Los Angeles Field Office.

Still, given the magnitude of L.A. street gang trafficking in rock cocaine here and interstate, the task force is merely a start -- a model on which we must expand. A significant additional number of DEA and FBI agents are needed. In addition,

a sizable increase in the number of Assistant U.S. Attorneys is essential if the task force is to be successful. Without additional Assistant U.S. Attorneys, we will be unable to prosecute the cases generated by the task force in federal court.

It is critically important that any increase in investigative assets, as detailed in these bills currently under consideration, also contain matching increases on the judicial side, including increased numbers of prosecutors, magistrates, and funding for pre-trial services. During the last three years, Congress has not funded drug enforcement efforts, including funding for U.S. Attorney's Offices, up to the suggested amount contained in the President's budget. The House appropriations bill currently under consideration for Fiscal Year 1989 is $44 million under the President's request for U.S. Attorney's Offices alone. That bill, which provides for no increase over the Fiscal Year 1988 United States Attorney's Offices budget will have disastrous consequences for all United States Attorney's Offices if it becomes law.

In closing, I think it is important to point out what I consider the appropriate federal role in fighting gang related drug trafficking and its concommitant violence. Our goal is to destroy the infrastructure of the gang drug trafficking organizations. The Los Angeles Gang Drug Trafficking Task Force that we announced a few weeks ago is the first step; to do the job effectively, more support from Congress will be needed to address what has become a national problem.

Seattle-OCDETF — L.A. Street Days — Smike

SEARCH WARRANT ON WRITTEN AFFIDAVIT

United States District Court	DISTRICT: CENTRAL DISTRICT OF CALIFORNIA
UNITED STATES OF AMERICA v. The Premises Known As: 3245 West 110 Street Inglewood, California	DOCKET NO. / MAGISTRATE'S CASE NO. TO: ANY SPECIAL AGENT(S) OF THE DRUG ENFORCEMENT ADMINISTRATION (DEA) OR ANY OTHER AUTHORIZED OFFICER

Affidavit(s) having been made before me by the below-named affiant that he/she has reason to believe that on the premises known as

3245 West 110 Street, Inglewood, California, is described as a single family dwelling, facing the street with an asphalt composition roof with light colored trim. The dwelling has an entranceway set back from the front of the house which has a barred, security door/gate as well barred windows. The street address numbers for the residence are located between the doorway and a barred window which also faces the street.

in the CENTRAL District of CALIFORNIA

there is now being concealed certain property, namely:

Narcotics, firearms and all papers, documents, and records as pertains to the trafficking of narcotics and firearms, records pertaining to those firearms and narcotics, distribution evidence, including but not limited to scales, ledgers and notes, narcotics cutting material, flasks, beakers, test tubes, scales, and/or large amounts of cash; as well as the seizure and inspection of the contents of the floor safe.

and as I am satisfied that there is probable cause to believe that the property so described is being concealed on the person or premises above-described and the grounds for application for issuance of the search warrant exist as stated in the supporting affidavit(s).

YOU ARE HEREBY COMMANDED to search on or before ten (10) days (not to exceed 10 days) the person or place named above for the property specified, serving this warrant and making the search (in the daytime — 6:00 A.M. to 10:00 P.M.) (at any time in the day or night)* and if the property be found there to seize it, leaving a copy of this warrant and receipt for the property taken, and prepare a written inventory of the property seized and promptly return this warrant to the duty U.S. Magistrate as required by law.

*If Judge or Magistrate

NAME OF AFFIANT	SIGNATURE OF JUDGE OR US MAGISTRATE	DATE/TIME ISSUED
GREGORY PHILLIPS		May 11, 1988

AFFIDAVIT FOR SEARCH WARRANT

United States District Court	DISTRICT: CENTRAL DISTRICT OF CALIFORNIA
United States of America VS. The Premises Known As: 3245 West 110 Street Inglewood, California	DOCKET NO.: MAGISTRATE'S CASE NO.: NAME AND ADDRESS OF JUDGE[1] OR U.S. MAGISTRATE: VOLNEY V. BROWN, JR. United States Magistrate Los Angeles, California

The undersigned being duly sworn deposes and says: That there is reason to believe that

☐ on the person of ☒ on the premises known as — DISTRICT: CENTRAL DISTRICT OF CALIFORNIA

3245 West 110 Street is described as a single family dwelling, facing the street with an asphalt composition roof with light colored trim. The dwelling has an entranceway set back from the front of the house which has a barred, security door/gate as well barred windows. The street address numbers for the residence are located between the doorway and a barred window which also faces the street.

The following property (or person) is concealed:

Narcotics, firearms and all papers, documents, and records as pertains to the trafficking of narcotics and firearms and records pertaining to those firearms and narcotics, distribution evidence, including but not limited to scales, ledgers and notes, narcotics cutting material, flasks, beakers, test tubes, scales, and/or large amount of cash; as well as the seizure and inspection of the contents of the floor safe.

Affiant alleges the following grounds for search and seizure[2]:

which are the fruits, instrumentalities, and evidence of violation of Title 21, United States Code, Section 846

☐ See attached affidavit which is incorporated as part of this affidavit for search warrant

Affiant states the following facts establishing the foregoing grounds for issuance of a Search Warrant

(SEE ATTACHED AFFIDAVIT WHICH IS INCORPORATED AS PART OF THIS AFFIDAVIT FOR SEARCH WARRANT)

SIGNATURE OF AFFIANT	OFFICIAL TITLE, IF ANY
GREGORY PHILLIPS	Special Agent - DEA

Sworn to before me, and subscribed in my presence:

DATE	~~JUDGE~~/U.S. MAGISTRATE
May , 1988	

[1] United States Judge or Judge of a State Court of Record.
[2] If a search is to be authorized "at any time in the day or night" pursuant to Federal Rules of Criminal Procedure 41(c), show reasonable cause therefor.

AO 1

A F F I D A V I T

I, Gregory Phillips, being duly sworn, hereby depose and say:

1. I am a Special Agent of the Drug Enforcement Administration (DEA) and have been so employed for sixteen (16) years. I am currently the senior agent on a joint federal-city task force in Seattle engaged in investigating and prosecuting Los Angeles gang members who have migrated to Seattle to sell cocaine base, which is also known as "crack" and "rock".

2. I make this affidavit in support of a search warrant for the premises located at 3245 West 110 Street, Inglewood, California.

3. On May 5, 1988 a federal grand jury in Seattle indicted Derrick Lamar Hargress, aka "Vamp" and eight other members and associates of the "92-Hoover Street Crips", natives and residents of Inglewood, California, for conspiracy to distribute cocaine base, two instances of actually distributing cocaine base, two counts of using firearms in connection with narcotics trafficking, and other offenses. One of the counts alleging "crack" distribution is charged as having taken place within one thousand feet of a schoolyard. One of the overt acts of the conspiracy as set out in the indictment charges defendant Hargress with shooting a sixteen year old student near the schoolyard. I am personally familiar with the evidence obtained by investigators which led to the indictment. Persons with intimate knowledge of the shooting have stated to investigators that the youth was shot because he was wearing a red jacket, and that Hargress, a Crip gang member, hates red because it is a symbol of the rival "Bloods" gangs in Los Angeles. The shooting

was an assault and a felony crime under the Revised Code of Washington, punishable by a term exceeding one year. The youth was struck by a stray bullet apparently intended for the individual wearing the red jacket, who Hargress mistakenly thought to be a gang member.

4. The evidence available to investigators established that the defendants charged in the indictment journeyed from Los Angles to Seattle and also to Oklahoma City for the purpose of setting up "crack house" operations for the selling of crack. This information comes from confidential informants and from one or more of the indicted defendants who has confessed to his/her role. One of the indicted defendants has stated to investigators that Hargress first went to Seattle in approximately August, 1987, and that from the early fall of 1987 until at least February 1988, Hargress realized revenues of $5000-$6000 per day from the operation of three crack houses in Seattle. These figures have been corroborated independently through the statements by a person hereinafter identified as "CI No. 1", an informant of known reliability who has known Hargress and the other defendants for approximately eight months during the fall of 1987 and 1988. This informant has provided information to me and other investigators on the task force on at least twenty occasions, which has been verified by defendants upon their arrests. Two of the indicted defendants, Michael Bell and Michael Luster were stopped by airport police in Seattle and Oklahoma. The defendants in question related to police that approximately $3000.00 on their person was obtained by them as a result of "selling drugs."

4. On April 5, 1988, defendants Carlin Reese Johnson and Joseph Wilson, also indicted with Hargress, were stopped by Seattle police officers, who confiscated $2,300 in cash from them, following defendant Johnson having taken part in a controlled narcotics sale to an informant. The following day, defendants Wilson, Johnson and Lashawn Bell and Varin Dashun Leonard prepared to leave Seattle. At that time, (on the day of her arrest), Johnson had another $1,000 on her person. CI No. 1 stated that none of the nine defendants have ever been employed in the Seattle area and that numerous members of the group have told him/her that their only source of money is narcotics trafficking.

5. On April 16, 1988, defendant Hargress was arrested by task force members in Oklahoma City, Oklahoma. At the time of his arrest, Hargress was in the possession of a loaded handgun, $35,000.00 in cash, and approximately one pound of cocaine. An informant in Oklahoma City whose information led to the location and arrest of Hargress, stated to investigators that Hargress was operating several rock houses in Oklahoma City, and that Hargress was not legally employed there in any way.

6. The residence at 3245 West 110 Street, Inglewood, California, is a single family residence held in the name of Hargress' younger brother, Jeffrey Hargress. On January 29, 1988, Jeffrey Hargress was ambushed by gang rivals of Derrick Hargress, who apparently mistook Jeffrey for Derrick, because Jeffrey was using an automobile often utilized by Derrick Hargress. Jeffrey was shot a number of times, but survived the shooting, which is being investigated by detectives of the

Inglewood Police Department. The detective primarily responsible for that investigation is Detective Russell Enyeart, Inglewood PD. Your affiant has met with Detective Enyeart on May 9, 10, 11, 1988, and discussed this case with him.

7. Detective Enyeart has stated to me that he has been invited into the residence in question on several occasions by its residents, in connection with his investigation of the shooting. He stated to me that he is aware from his investigation and from his visits to the residence that it is currently occupied by defendant's mother, Mrs. Alice Hargress, aka Alice Jenkins, his sister Mrs. Crystal Hatton, the brother Jeffrey Jenkins, and one or more infant children. The detective stated that he has been in most of the rooms of the residence and that it is a single family residence, in that it is not divided into apartments or similarly restricted areas. All of the residents appear to have the run of the premises.

8. Detective Enyeart stated that he was in the residence at the invitation of one of the three adults living there on May 9, 1988. This adult, who does not wish to be identified because of fear of the defendant Derrick Hargress and because of family pressures, showed Detective Enyeart through the house and spoke with him. While in the house, Detective Enyeart noticed a number of firearms, including a Colt .45 caliber semi-automatic pistol, serial number 60926B70, a Smith & Wesson .38 caliber revolver, serial number K774218, an Uzi hand gun, serial number Q0938, an AR 15 rifle, and a sawed off Mossberg shotgun, serial number 509270. Although Detective Enyeart had nothing to measure the shotgun with, his estimate is that its barrel length is less than

the 18 inches permitted by law. He has no way of knowing whether the Uzi and the AR-15 rifle are automatic (illegal) or semi-authomatic, without firing them. On checking recbrds available to him, he determined that the .45 caliber pistol was reported as "stolen" by its original owner (not a resident of the house).

9. Your affiant has interviewed the family member who spoke with Detective Enyeart. This family member confirms that the residents of the house are Alice Hargress Jenkins, Crystal Hatton, and Jeffrey Jenkins. This family member stated that all three residents have free run of the house and that the family member (hereinafter "FM") is concerned about the problems visited upon the family by the drug dealing activities of defendant Derrick Hargress and his confederates. FM stated that defendant Derrick Hargress brought the following guns to the house and that the guns belong to him: a .38 caliber revolver, a .45 caliber Uzi pistol, and a Mossberg shotgun. FM stated that the .38 caliber revolver, which FM and Detective Enyart both describe as having wooden grips and being dark in color, has been owned by defendant Derrick Hargress for some time, and that he had the gun in the residence during the summer of 1987, and in fact was involved in an accidental discharge of the firearm inside the residence. FM states that Derrick Hargress on or about September of 1987, removed the firearm from the residence and that FM next saw the firearm in the residence on or about January of 1988, when it was apparently returned to the residence by Derrick Hargress.

10. FM also stated that the suspect vehicle described as a Blue 1977 Buick Regal, with Washington license KRR276, left the

residence of 3245 West 110th Inglewood on or about September 1987, which is the same time the firearm left the residence. According to FM, the vehicle at that time was being driven and used by Derrick Hargress.

11. The .38 caliber revolver fits the description of the firearm utilized by defendant Derrick Hargress to shoot the student in Seattle on October 16, 1987. It is to be noted that the date of the shooting was during the period in which the gun had been removed from the residence and during which defendant Hargress was spending much of his time in Seattle. The bullet which struck the student was recovered and is available for comparison with bullets fired from known weapons. The vehicle description used in this shooting is similar to the vehicle described above.

12. FM further stated that while Derrick Hargress was in Seattle during the fall of 1987, he would frequently fly home bearing large amounts of cash which he admitted were from drug dealing in Seattle. FM stated that on one occasion, FM was told by Hargress or another family member (FM was not sure) that the paper bag full of money which Hargress dumped in the house upon arriving from Seattle included $15,000 in cash. FM stated that Hargress was not employed during 1987-88. FM further stated that money from Hargress' drug dealing was often left at the residence.

13. FM further stated that approximately one week after the arrest of defendant Derrick Hargress in Oklahoma, Alicia Hargress/Jenkins, mother of the defendant, flew from Los Angeles to Oklahoma City to retrieve certain effects of the defendant which the police had not known about. Approximately 1 1/2 weeks

prior to Hargress being arrested in Oklahoma, he had Alice Hargress/Jenkins purchase a metal safe and had it secreted in the floor of the closet of her bedroom The safe was actually installed by a sub-contractor, who secreted it within the floor of the closet. FM stated that since the installation of the safe, a quantity of cash, which FM estimated as being "around $30,000.00" at the time of the arrest of defendant Derrick Hargress, was no longer secreted under the bed of Alice Hargress/Jenkins and is believed by FM to be in the safe. FM could not or would not say what Alice Hargress/Jenkins may have brought back to Inglewood from Oklahoma City, and could not or would not say whether any such property was hidden in the safe. FM stated that any money in the amounts of thousands of dollars found in the house would definitely be drug money, since Alice Hargress/Jenkins was currently employed in a clerical position and neither Crystal nor Jeffrey was employed currently, and none would have assets which include such amounts of money.

14. FM also stated that Derrick Hargress was regularly calling family members from the jail in Seattle and attempting to continue his drug business in Oklahoma with their assistance. FM stated that he believed that a quantity of money was stored in the safe and that Derrick Hargress wanted the family members to utilize that money to facilitate narcotics transactions involving members of Hargress's group who are not currently locked up.

15. FM further stated that the garage of said residence contains a customized vehicle in which Derrick Hargress had invested thousands of dollars. FM described the car as a customized 1964 Chevrolet, which sports a painting of its roof of

Derrick Hargress dressed as a"King," with crown and scepter, "sitting on a city of gold", and also depicts a key lieutenant of the defendant (now deceased) as sitting at the defendant's feet. FM stated that the painting on the vehicle alone cost the defendant more than $5000 and that it was paid for with drug money.

16. On May 11, 1988, Special Agent Allan J. Alef, Bureau of Alcohol, Tobbaco, and Firearms, contacted Capril Anderson Parole Agent, State of California, Gardena CA, who reviewed Derrick Hargress Parole file #D-07890, SSN 544-17-6068, and stated that on February 18, 1988 Hargress was convicted of the felony crime of robbery with a firearm in Los Angeles County, California. On June 4, 1985 Hargress was convicted of being a felon in possession of a firearm and sentenced to 16 months in prison.

17. On May 11, 1988, I was advised by Special Agent Alef that the above described firearms are not manufactured in the State of California and thereby affected interstate commerce.

18. In you affiant's experience, based on numerous arrests and searches, narcotics traffickers of the size of defendant Hargress usually keep records of their activities for their own business purposes. This is particularly true where, as here, the business involved ongoing retail/wholesale operations in different cities and at different locations. A confidential informant in Oklahoma City, whose information in part led to the location and arrest of defendant Hargress there, has confirmed FM's statement about the visit to Oklahoma City by defendant's mother Alice Hargress/Jenkins within days after the arrest of defendant, and has confirmed that her purpose in the visit was to

obtain various personal effects of defendant, including money and records.

18. It is therefore requested that a search warrant be granted for the seizure of all papers, documents, and records as pertaining to the trafficking of narcotics, firearms and records pertaining to those firearms, narcotics distribution evidence, including but not limited to: sales ledgers and notes, narcotics, cutting materials, flasks, beakers, test tubes, scales, and/or large amounts of cash, as well as the search and seizure of the contents of the floor safe. It is respectfully requested that the search be authorized for any time of day or night, due to the exigency of the circumstances set forth above.

GREGORY PHILLIPS
Special Agent, DEA

Sworn and subscribed to before me
on this _____ day of May, 1988.

UNITED STATES MAGISTRATE

SUBMISSIONS FOR THE RECORD

DEPARTMENT OF HEALTH SERVICES

313 NORTH FIGUEROA STREET • LOS ANGELES, CALIFORNIA 90012 • (213) 974- 8101

Franklin D. Binch
Deputy Director
Information Services
Room 1001

September 27, 1988

TO: Each Supervisor

FROM: Robert C. Gates
Director of Health Services

SUBJECT: 1987 DRUG-RELATED COSTS IN THE COUNTY OF LOS ANGELES

The Drug Abuse Program Office has recently completed a study of the 1987 drug-related costs in Los Angeles County. Attached is a copy of the report.

The study considered the following cost areas:

- Criminal justice system
- Medical emergencies
- Lost productivity
- Public assistance
- Publicly funded drug abuse prevention, outreach and treatment
- Private program drug abuse treatment

The analysis determined that $1.2 billion was associated with the abuse of drugs during 1987.

The cost to treat the average drug dependent person in the County contracted treatment programs was $1,773 during 1987. Using this figure, it was determined that the costs of leaving the average drug-dependent person untreated was $15,957 or nine times greater than the cost of treatment through the publicly-funded programs in the County.

If you have any questions or require additional information, please let me know.

RCG:sh

Attachment

cc: Chief Administrative Officer
County Counsel
Executive Officer, Board of Supervisors

COUNTY OF LOS ANGELES • DEPARTMENT OF HEALTH SERVICES
DRUG ABUSE PROGRAM OFFICE
714 West Olympic Boulevard, 9th Floor • Los Angeles, California • 90014-3295
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DHS

1987 DRUG-RELATED COSTS IN THE COUNTY OF LOS ANGELES

IRMA H. STRANTZ, DR.P.H.
DIRECTOR

REPORT PREPARED BY:
DATA, EVALUATION AND RESEARCH SECTION
DONALD R. McALLISTER
CHIEF RESEARCH ANALYST

SEPTEMBER 1988

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1987 DRUG-RELATED COSTS IN THE COUNTY OF LOS ANGELES

I. INTRODUCTION

There are enormous costs associated with drug abuse in America. These include the criminal justice system's involvement with arrest and prosecution, drug-related crime and its cost to victims, short and long-term medical expenses, lost productivity and the costs of drug abuse prevention and treatment. These costs are born by industry, federal, state and local governments, and ultimately the general public.

In 1978, the White House Office of Drug Abuse Policy estimated the national drug-related costs at $10.2 billion (71). The national costs were updated in 1980 by the Research Triangle Institute. It was then estimated at $46.9 billion annually (15). Adjusted for inflation, these costs would be $61.2 billion in 1987 dollars.

For industry alone, the annual loss due to drug abuse is somewhere near $25 billion in reduced productivity, poor workmanship and other related expenses such as increased insurance. Some analysts believe substance abuse is a contributing factor explaining why America has lost so much of its industrial edge to the Japanese (27).

Drugs are big business in the United States, rivaling the construction and automobile industries in the amount of money generated. The increasingly popular drug cocaine is a case in point. Five hundred kilos of coca leaves grown on the Andean slopes are worth about $1,200. In Colombia or elsewhere, the leaves are converted into coca paste, cocaine base and eventually one kilo of cocaine hydrochloride. The value increases at each step. By the time this cocaine is imported and cut (adulterated) two or three times, it is worth $500,000 on the streets (40).

The Special Agent in charge of the Miami area, from the Drug Enforcement Administration (DEA), was interviewed toward the close of 1987 regarding cocaine. He stated that in his earlier experience with the agency, the price of one kilo of cocaine was close to $50,000. Recently it was going for as little as $15,000 per kilo. His conclusion: the supply of cocaine in the United States is increasing, not decreasing (7).

At the national level, there is a concerted effort to combat drug abuse by reducing the international supply. The Federal Government funded the Drug Abuse Control Program at $1.7 billion during the Federal Fiscal Years of 1985 and 1986. Within this amount, the three major federal agencies charged with drug reduction activities were funded at $121 million. These agencies included the DEA, the Agency for International Development (AID)

and the State Department's Bureau of International Narcotics Matters (INM) (66).

During Fiscal Year 1986, the INM spent about $60 million in assistance to 10 major narcotics producing and transit countries. Among these were Mexico, Colombia, Burma, Bolivia, Peru, Thailand and Pakistan. Even within these efforts, there were major setbacks in reducing drug supplies. For example, there were violent protests by farmers in Pakistan when the government attempted to enforce a ban on growing opium poppies. The government then lifted the ban. This was a factor in increasing opium production from 40 to 50 metric tons in 1984-85 to between 100 and 150 metric tons in 1985-86. Also, despite considerable economic assistance, Mexico is now the largest source of marijuana and heroin importation. The imported amount increased from between 300 to 500 metric tons in 1981 to between 3,000 and 4,000 metric tons of heroin and marijuana in 1985 (66).

Another difficulty with reducing drug supplies is that much of the drugs are produced in countries which are hostile to the United States. Iran, Afghanistan and Laos, for example, are estimated to produce more than 49 percent of the world supply of opium. Cooperation within these countries in eradication efforts or supply reduction is nonexistent.

The history of control efforts also shows that when these efforts are successful the base of production shifts. In Thailand, for example, U.S.-Thai efforts were successful in reducing the opium production from 40 metric tons in 1984 to a production of between 10 and 15 metric tons during 1987. At the same time, however, the production in Laos increased from about 30 metric tons in 1984 to between 100 and 290 metric tons in 1987. This more than offset the successful effort in Thailand (64).

At the state level, there is an effort to reduce drugs through increased use of forfeiture sanctions in drug cases. Forfeiture sanctions enable state and local authorities to seize bank accounts, planes, vessels, cars, and luxury items which were purchased from the proceeds of the illicit drug trade. These sanctions effectively cut out profits and operating capital. All fifty states now have some form of these statutes in place. As an indication of the magnitude of money and assets involved, the income to the U.S. Department of Justice Assets Forfeiture Fund was $90 million in Federal Fiscal Year 1986 (13, 60).

There is also a major federal, state and local effort in reducing the demand for drugs through prevention and treatment. In the most recent budget year, the Federal Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) was funded at $1.3 billion. The bulk of this amount was targeted for State Block Grants, followed by research, then substance abuse, training and prevention, and Acquired Immune Deficiency Syndrome (AIDS). AIDS

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is associated with drug abuse through intravenous drug users sharing contaminated needles.

Within California, along with the importation of such drugs as cocaine and heroin, there has been a major problem in the illegal manufacture of highly dangerous and addicting drugs. These include such substances as methamphetamine, commonly known as "speed" or "crank", PCP and fentanyl. The latter substance is sometimes sold on the streets as "China white" and passed off as high grade heroin from Asia. According to a DEA expert, methamphetamine laboratories can be set up for about $5,000 and the cost to produce a finished pound of methamphetamine is about $130 in chemicals. During 1987, there were 489 clandestine labs closed down in California which, it is estimated, represented only one in ten that existed during that year. It is also estimated that clandestine labs in California could produce enough synthetic drugs to supply all the addicts in the United States (79).

Along with the cost of addiction and health problems associated with these illegal drugs, the labs also cause a significant amount of ecological damage. Waste chemicals are dumped on the ground or allowed to drain into sumps where they seep into the water table and contaminate ground water. If a lab is near a river, the waste chemicals are usually drained into it. In essence, each lab creates a hazardous waste area which cannot be used for any legitimate purpose without the costly process of hazardous waste removal. As an example of the toxic danger in these areas, two DEA officers recently suffered liver damage from inhaling the fumes from a lab they were shutting down (80).

At the Los Angeles County level, there is a resident population of close to 8.4 million people. This population is larger than 42 of the 50 states. The demand for drugs is high and huge amounts of money can be made. Los Angeles County is a major center for drug importation and is also a transhipment point for the remainder of the country.

As an example of drug availability, in 1985 the Los Angeles Police Department reported drug seizures with a street value of over $1 billion. This exceeded the total amount of drugs seized in the previous four years combined. During 1986, the amount of drugs seized had a street value of over $2.8 billion. Cocaine accounted for over half of the illegal drugs confiscated in 1986. In terms of the quantity of these drugs, there were 183 pounds seized in 1980 compared to 13,184 pounds in 1986. This represented an increase of 7,000 percent in seven years (67). As a result of this abundance of cocaine, local DEA officals have labeled Los Angeles as the cocaine consumption capital of the country.

Another highly negative impact of the amount of drugs and concomitant profits in the County, is movement of black street gangs into distribution and sales. These are the highly competitive and violent Bloods and Crips. There are

approximately 140 Crip sets and 75 Blood sets in Los Angeles and the surrounding areas with combined memberships of about 15,000. These sets, defined as members who have banded together because of territorial or ethnic affiliation, engage in all manner of criminal activity including burglary, robbery, aggravated assault, mayhem and premeditated and sometimes random murder.

The sophistication of members of these gangs appears to be increasing. Some members are becoming more business like and profit oriented. Aside from modern communications methods to keep in contact with suppliers, dealers and customers, there is strong evidence that these gangs are expanding their drug dealing business to other states. This is again under the profit motive. The popular "crack" or "rock" cocaine sells for between $15 to $25 for two rocks in the County but can bring as much as $80 in other areas of the country (17, 36).

In addition to local drug-related costs for such things as crime, medical care and lost productivity, there are other social and emotional consequences of drug abuse which are difficult to value in dollars. As an example, between 550 and 650 people in Los Angeles County die each year as the direct result of drug overdose. Another 600 or more die as an indirect result of drug abuse such as an auto accident while driving under the influence of drugs. Many have spouses, children and surviving parents who must deal with the premature death of a loved one. In addition, more than 1,000 babies are born each year to an addicted or drug abusing mother in the County. Many of these babies have a reduced mental and physical potential which will impair their development and their entire future.

There are indeed enormous costs involved with drug abuse. However, human suffering as the direct or indirect result of drug abuse extends far beyond the events and circumstances to which dollar values can be assigned. This is a significant limitation in any study of the costs of drug abuse. Within this limitation, however, some estimates of drug-related costs in Los Angeles County can be made.

A. Purpose

The purpose of this report is to explore the known consequences of drug abuse within Los Angeles County which can be evaluated in dollar costs to business and residents. This includes criminal justice system costs, medical and medical emergency costs, costs to victims, the costs of lost productivity and foregone wages as well as the costs of prevention and treatment. A second purpose is to compare the average costs of treatment with the drug-related costs incurred through drug dependent persons who are not treated.

B. Approach

Several approaches to measuring drug abuse costs appear in research studies. These make use of three basic techniques. The first is cost effectiveness analysis in which cost ratios are

calculated and long term benefits are derived based on current expenditures. If the future dollar benefits are greater than the current costs then the effort is cost effective. The second technique is a cost benefit analysis in which the net present values of benefits over costs are obtained. The third technique resembles the process used to calculate the Gross National Product. The value of all goods and services are added together to determine total dollar value without considering dollar transfer.

For the purpose of determining the cost of drug abuse in Los Angeles County, the third technique was used for this report. All identified costs associated with the abuse of drugs are summed to provide an estimated total cost of drug abuse. Whenever possible, 1987 data were used. If these data were not available, the most recent data were used and adjusted using inflation rates or statistical techniques to approximate 1987 data where this was feasible. The selection of measures was consistently done to produce conservative estimates. If there were two or more possibilities of estimation, the one producing the smallest dollar amount was chosen.

The cost benefit technique was used for the second purpose; determining the cost of untreated drug dependent persons compared to the cost of treatment. Several cost benefit ratios are presented based on the possible number of addicted persons at any one time during 1987.

II. COSTS ASSOCIATED WITH DRUG ABUSE

A. Criminal Justice System Costs

Drugs and crime are becoming almost synonymous terms. There are continual news broadcasts and newspaper articles citing this connection. For instance, the Drug Enforcement Administration recently undertook a three year investigation, called Operation Pisces, in which agents posed as drug money launderers for the U. S. branch of the Colombia drug-smuggling cartel. At the end of this operation in early 1987, there were 431 arrests and $49 million in cash confiscated. About 19,000 pounds of cocaine were seized which had a street value of $270 million (39).

In addition to drug manufacturing, distribution and sales, there is a great deal of crime associated with supporting drug habits. A study of Baltimore, Maryland opiate addicts showed that drug dependent persons committed a huge number of crimes while addicted and not in treatment or incarcerated. This amounted to about one crime every other day. These were mainly drug sales and theft (3). Another Baltimore study showed that 93 percent of opiate addicted persons supported drug habits by an illegal means. These habits ran between $35 and $250 per day. Accounting for a fencing-stolen-property factor of one-third the retail value, it was estimated that between $166 and $313 million in property was stolen each year (28).

Studies in Washington, D. C. and New York City had similar results. In Washington, it was estimated that for every 5,000 drug addicted persons, there was between $56.9 and $91.4 million in property stolen annually (16). In New York, 93 percent of an estimated 64,000 street addicts also supported drug habits by an illegal means. Forty-six percent sold drugs, 14.2 percent engaged in burglary, 12.1 percent in shoplifting and 16.5 percent in prostitution. The total illegal income was estimated at $668.3 million annually (5, 12).

While the relationship between drugs and crime is complex, there is a great deal of evidence of heavy use of drugs by individuals who have committed crimes. The following exhibit compares drug use by the general population with jail and prison inmates (48).

Exhibit 1

DRUG USE BY THE GENERAL POPULATION AND INMATES
(Percent Who Had Ever Used Drugs)

	General Population	Jail Inmates	Prison Inmates
Any Drug	37%	75%	78%
Marijuana	33%	72%	75%
Cocaine	12%	38%	37%
Amphetamines	9%	32%	37%
Barbiturates	6%	27%	35%
Heroin	1%	22%	30%

More locally, studies have been conducted by researchers at U.C.L.A. where heroin addicts living in Los Angeles County and adjacent counties were interviewed. It was found that crime was reduced significantly during methadone maintenance treatment. However, pre-treatment findings indicated that the addicts engaged in robbery, burglary, theft, forgery and other crimes. If an addict was using daily, his annual income from crime was $10,600 after the stolen goods were fenced (31).

In addition to crime related to drug distribution and crime to support drug habits, drug use also results in other law violations such as driving under the influence of drugs. For Fiscal Year 1985-86, the Chief Administrative Office of Los Angeles County estimated these costs at $6,158,298 for the County Criminal Justice System. This included the Sheriff's Department, the District Attorney and Public Defender ,the Courts and the Probation Department (14).

For the most recent period in which data are available, Fiscal Year 1985-86, the cost of the statewide criminal justice system was $7.5 billion (37). This cost breakdown may be found in Exhibit 2.

Exhibit 2

1985-86 STATEWIDE CRIMINAL JUSTICE SYSTEM COSTS

- Law Enforcement	$ 3.9 billion	(51.9%)
- Prosecution	$ 383.1 million	(5.1%)
- Public Defense	$ 157.1 million	(2.1%)
- Courts and Court-related Agencies	$ 753.0 million	(10.1%)
- State and Local Corrections	$ 2.3 billion	(30.8%)

Los Angeles County has a very high proportion of the criminal activity in the State. During 1986, the latest year in which full comparative information is available, there were 1,794,481 adult felony arrests in California and 29.1 percent of these occurred in the County (32). Of these adult arrests, 120,365 were for felony drug offenses and 54,628 (45.4%) of these occurred in the County.

On the conservative assumption that one-third of all criminal justice costs are incurred here, the County portion of the total $7.5 billion would be $2.5 billion. The bulk of this amount would be dedicated to law enforcement and corrections.

1. Facts and Assumptions for Estimated Costs

Arrest and Booking Costs: The number of drug-related arrests in the County have been increasing steadily since 1981. In that year there were 54,545 arrests compared to 116,732 arrests in 1986, an increase of 114 percent. Complete information on all 1987 misdemeanor and felony drug arrests for adults and juveniles is not currently available. Using a linear regression process for 1981 through 1986, the estimated number of drug-related arrests in 1987 would be 131,846. As there are 52 municipal police departments in the County, data are not available on the average cost for a single arrest. The cost to arrest statewide was calculated for a cost-benefit study completed in March, 1986. It was $1,679 per event (38). Using these figures, the 1987 costs for drug-related arrests would be $221,369,434 (131,846 arrests x $1,679).

Most of these arrests resulted in booking the suspect. In 1987 the booking rate was 90 percent of all arrests. Using the 1986 arrest figure above, for conservative estimation, it would mean that 90,349 male and 14,710 female arrests would have resulted in booking. The Los Angeles County Sheriff's Department estimated that booking costs at $150.52 for males and $126.67 for females (3). The cost for booking is thus estimated at $15,462,647 (90,349 males x $150.52 plus 14,710 females x $126.67).

For all police agencies in the County, the cost of arrest and booking for drug-related offenses is therefore estimated at $236.8 million during 1987 (cost to arrest + cost to book).

Prosecution, Defense and Court Costs: The costs to prosecute and represent a defendant vary considerably from case to case. Costs generally increase with the length and complexity of the trial. A New York study showed from $851 for a defendant who pleaded guilty the day after arrest to $32,627 for a defendant who had a jury trial and 250 days of incarceration before the verdict (8). No reliable figures for these costs are available for all courts in the County. The percentages of Fiscal Year 1985-86 statewide justice system costs for prosecution (5.1%), public defense (2.1%) and courts (10.1%) will be used for this analysis. These estimated costs are shown in the summary table below.

Custody Costs: Los Angeles County has the largest local jail system in the free world. The County's eight jails and court-related services are currently budgeted at about $182 million. This is more than one-third of the Sheriff's Department budget. During 1987, there was a daily average of 19,114 male and 2,498 female prisoners housed in the jail system (77).

To estimate the cost of housing prisoners due to drug-related offenses, the rate of convictions for felony or reducible felony offenses was used. These convictions, either in municipal or superior court, resulted in a sentence of probation with jail or strictly a jail sentence. Of all crimes having a jail sentence as part of the penalty phase, 34.7 percent were for violations of drug laws (33). As will be shown below, this percentage does not constitute all of the drug offenders in the jail system.

Using this percentage would mean, that on any given day in 1987, there would be 6,633 male and 867 female prisoners in the jail system because of drug offenses. The 1986 cost to house male prisoners was $29.07 per day and the cost to house female prisoners was $27.80 per day (4). It is estimated that the annual cost for male prisoners was $70,379,778 (6,633 males x $29.07 per day x 365). The cost for female prisoners was $8,797,449 (867 females x $27.80 per day x 365).

The total cost to the County Jail System to house individuals because of drug offenses is thus estimated at $79.2 million during 1987 (male costs + female costs).

For the sake of conservative estimation, the above method was used to determine custody costs. But the number of drug involved prisoners and the resulting $79.2 million in costs is undoubtedly an understatement based on findings from a recently begun research project. It is called the Drug Use Forecasting Project (DUF), sponsored by the National Institute of Justice, in which recently arrested persons are interviewed and tested regarding drug use on a voluntary basis. Strict confidentiality of all findings is observed in this process.

Earlier studies conducted in Washington, D. C. and New York City used drug testing of persons arrested and persons processed into jail. Of 400 people processed through Manhattan Central Booking in September and October of 1986, more than 80 percent tested positive for cocaine. This was an increase from the 42 percent who tested cocaine positive in 1984. It was also found that over half of those arrested in Washington, D. C. tested positive for multiple drugs (13, 58).

Los Angeles County was included in the DUF Project in the latter half of 1987. Four sites were selected including Parker Center, the Los Angeles Police Department Center in Van Nuys, the Sheriff's Lakewood Station and Sybil Brand Institute. Information gathered between October 21 and November 17, 1987, showed that 97 percent of 486 arrestees approached agreed to to be interviewed regarding drug use and 82 percent agreed to urine testing. The final sample included 270 males and 78 females. It was found that 80 percent of the females and 69 percent of the males tested positive for drugs. The major drug found was cocaine (9).

While these findings are extremely significant in assessing drug use among arrestees, it is too early to judge if the results may be generalized to the average daily jail population of 21,642 during 1987. Using the conviction rates was therefore chosen for this analysis.

Probation Investigation and Supervision Costs: During 1987, the Los Angeles County Probation Department investigated 33,458 adult drug law violation cases. These presentence investigations occurred between a finding of guilt and the sentencing phase of the trial. The cost of drug-related investigations was approximately $4,750,000 (73, 74).

There were over 14,500 probationers under regular supervision for drug-related offenses. These costs were about $2,918,000. There were an additional 7,500 probationers supervised in Narcotics Testing Units at a cost near $5,161,000 (73, 74).

Also during 1987, there were 6,452 juvenile drug-related investigations and 2,200 drug-related juvenile supervision cases. The cost for investigations was $236,000 and the costs for supervision was $777,000 (73, 74).

The cost for both adult and juvenile investigation and supervision totaled $13.8 million during 1987.

2. Criminal Justice System Cost Summary

As mentioned above, the costs for prosecution, public defense and the courts are assumed be equivalent to the proportions found statewide. The statewide costs for police and corrections were 82.7 percent of the total criminal justice system costs. To

determine the total below, a simple equation was solved: .827 X = $329.8 million. The $329.8 million is the sum of arrest and booking, custody and probation costs in Exhibit 3.

Exhibit 3

1987 CRIMINAL JUSTICE COST SUMMARY

Arrests and Booking	$ 236.8 million
Custody (Jail)	79.2 million
Probation	13.8 million
Prosecution (5.1% of Total)	20.3 million
Public Defense (2.1% of Total)	8.4 million
Courts (10.1% of Total)	$ 40.3 million
Total:	$ 398.8 million

B. Victimization Costs

As briefly discussed in the introduction, there is a very large number of individuals who do not use drugs but are nevertheless victimized by drug abuse. Babies born addicted with diminished capacities and families having to deal with the death of a drug abuser were examples. Also, the families of drug abusers and significant others undergo such things as lost income due to court appearances on behalf of the drug abuser, counseling costs for family members and stolen family property. The abuse of drugs also results in the battering of women and is associated with the exploitation of children.

A National Crime Survey (NCS) has been conducted since 1973 in which about 132,000 people are interviewed every six months. The purpose of the survey is to determine the extent of crime, only 37 percent of which was reported to the police (44). On the bright side, the annual victimization rates reported to NCS have declined since 1981. However, the latest statistics available, ending in 1986, still show a very high probablity that a person will become a victim of some sort of crime during his or her lifetime.

After the age of 12 and considering the remainder of a person's life, there is a 43 percent chance of being a victim of a violent crime, a 30 percent chance of being robbed and a 99 percent chance of being a victim of theft. Women also face an 8 percent chance of being the victim of rape (53). In these victimization situations, the person committing the crime is likely to be known by the victim in 20 percent of the robberies, 39 percent of the aggravated assaults, 46 percent of the simple

assaults and in 40 percent of the rapes (52). Based on crime statistics discussed below, about one-third of the persons committing these crimes can be expected to be under the influence of drugs at the time the crime is committed.

The NCS information also allows for estimates of domestic violence. It was found that during a nine-year period over 4.1 million victimizations committed by relatives were reported to local police agencies by women. A substantial number of these were multiple reports in which the offense occurred three or more times within a six month period (49).

Although most of these incidents of domestic violence would fall into less serious categories, such as misdemeanors, many of the assaults were actually serious. Victim injury was very common in what would be classified as simple assault (42 percent of the cases). Some crimes against these female victims could also be classified as felonies including rape, robbery and aggravated assault (36 percent of the cases) (50). Much of this domestic violence is the result of drug use by the attacker.

A large proportion of the juvenile population has also suffered victimization. From 1982 to 1984, minors (ages 12-19) were victims of an average of 1.8 million violent crimes annually. There were an additional 3.7 million crimes of theft each year (54). Much of this was drug-related but the extent of drug involvement is not reported nationally.

There is also a very large number of runaway and throwaway children in the United States many of whom are victims of drug abusing parents or caretakers. The Health and Human Services Department estimated that there were more than one million, age 10-17, during 1984 (61). In the County, it is estimated that there are between 1,000 and 5,000 young runaways in the Hollywood area alone. The majority of these children have a long history of sexual and physical abuse. They often sleep in abandoned buildings called "squats" and most fall victim to pimps and drug dealers. Almost 100 percent of the runaway children who seek help from agencies in the area have fallen into prostitution (22).

A 1983 study of runaways by the Health and Human Services Department found that less than 10 percent are ready for emancipation. These are the children who are responsible enough to care for themselves or make informed decisions about the future. If they cannot go home, they may remain voluntarily in a nonsecure facility where they can receive food, shelter and education. The reverse is true for the remaining 90 percent who are not equipped to be responsible for their own well being (62).

An example of this is a recent study reported on 765 youth who received medical services at a local hospital. Of this group, 655 were considered non-runaways and 110 were runaways. Thirty-four percent of the adolescents with homes were under the age of

17 compared to 52 percent of the runaways. It was generally found that the runaway youth were at far greater risk for depression and to have attempted suicide as well as being subject to a wide variety of medical problems. About 26 percent of the runaways were involved in street prostitution, termed survival sex, compared to two percent of the non-runaways. It was also found that 84 percent of the runaways used drugs and/or alcohol and 34.5 percent of these used drugs intravenously. The greater involvement of the runaways with IV drug use, and their sexual activities, made them at very high risk for contracting and transmitting the AIDS virus (72).

The economic costs to victims may be viewed from at least two perspectives. The first is the direct property loss or monetary loss from such things as loss of work or medical bills. These costs are quantifiable. The second is nonquantifiable costs such as anxiety or feelings of fear. These latter costs may impact a person's life dramatically yet are extremely difficult, if not impossible, to calculate in dollars and cents.

This discussion strongly points out the limitation in fully assessing costs to victims for drug abuse. There are, however, three areas where a reasonable assessment can be made for Los Angeles County. These are the victims of drug-related crime, insurance reimbursement based on these crimes and the costs associated with runaways seeking services.

1. Facts and Assumptions for Estimated Costs

It is very difficult to obtain empirical data on the amount of crime that is either drug induced or drug-related if the arrest or conviction offense is other than a violation of drug laws. As pointed out above, some crimes such as robbery, burlary, larceny and theft are committed for the purpose of obtaining money for drugs. Each of these crimes has victims, either individuals or businesses, who suffer some financial loss.

Costs to Victims of Drug-Related Crime: A 1979 national survey of 12,000 state prisoners showed that 33 percent of all inmates were under the influence of drugs when they committed the crime(s) for which they were sent to prison. The rate of being under the influence was 38 percent for robbery, 40 percent for burglary and 30 percent for theft (47). A more recent study of jail inmates, conducted in 1983, showed a similar drug-crime relationship. Of these inmates, 39 percent were under the influence during a burglary, 33 percent during a car theft, 30 percent when committing larceny, 31 percent during a robbery, 22 percent during a rape and 21 percent during a murder (48).

The latest National Crime Survey reporting victimization, issued September, 1987, showed the costs for such crimes as rape, robbery, burglary and theft to range between $7 million and $3.9 billion nationally. The average cost to each victim breaks down as follows: rape ($357), robbery ($441), burglary ($862), theft ($129), and motor vehicle theft ($3,146).

The estimate of victim cost for drug-related crime is based upon these national figures plus the jail inmate survey proportions applied to felony and reducible felony convictions for these crimes in Los Angeles County (33, 35). These costs for the proportion of crimes assumed to be associated with drugs are shown in Exhibit 4.

Exhibit 4

1987 DRUG CRIME VICTIM COSTS

Rape	204 cases	x	$ 357	=	$ 72,828
Robbery	2,278 cases	x	441	=	1,004,598
Burglary	5,975 cases	x	862	=	5,150,450
Theft *	3,502 cases	x	129	=	451,758
MV Theft	2,483 cases	x	$ 3,146	=	$ 7,811,518
			Total:		$ 14,491,152

* Does not include petty theft.

The 1987 costs to victims of drug-related crime is thus estimated at $14.5 million.

Insurance Costs for Drug-Related Crime: A recent national figure for reimbursement by insurance companies for monetary and property loss is 37 percent (48). As only police reports and proof of loss are required for insurance purposes, rather than convictions, arrest data for felony and reducible felony charges which may be assumed to be drug-related were used to determine insurance costs. The number of drug-related property crime arrests were: robbery (4,242), burglary (11,274), theft (6,608) and motor vehicle theft (4,685).

Using the calculation process as shown in Exhibit 4 with the same cost per incident, the total is $27,180,352. Thirty-seven percent of this figure, assumed to be the insurance payment portion, would leave $10,056,730 as the final estimate.

The 1987 insurance reimbursement costs for drug-related crimes is therefore estimated at $10.1 million.

Services for Runaway Youth: A study by the United Way Planning Council estimated that there were approximately 3,000 runaway youth on the streets in the Hollywood area at any one time (72). As discussed above, the findings from the recently reported study of runaway youth seeking medical services showed that 84 percent of these youth were substance abusers, either prior to

the runaway or after being victimized by adults. Using this percentage suggests that there were about 2,520 young runaway drug abusers in that area at any one time during 1987.

There are several agencies providing shelter and and drop in services to youth in this area. A conservative estimate of their combined budgets totaled $4.6 million (81). Assuming that 84 percent of the youth receiving services are drug abusers, the costs for services for runaway youth would be $3.9 million during 1987 (84 percent of $4.6 million).

2. Victimization Cost Summary

Exhibit 5

1987 COST TO VICTIMS OF DRUG ABUSE

Drug Crime Victims	$ 14.5 million
Insurance Payments	10.1 million
Services to Runaway Youth	$ 3.9 million
Total:	$ 28.5 million

C. Medical and Medical Emergency Costs

A significant proportion of medical costs are directly or indirectly due to the abuse of drugs. An insurance industry estimate was that 13 percent of the medical patients are responsible for 80 percent of the medical costs. Of this 13 percent, nearly half have chronic illnesses which are the direct result of drug and/or alcohol abuse (25).

There is an increasing recognition of this relationship between substance abuse and medical costs. General Motors instituted an Employee Assistance Program in the early 1970's. Evaluation of this program showed that there was an annual savings of $3,700 for each employee who was successfully enrolled. The analysis further showed that for every dollar invested in treatment, the company had a three dollar return in reduced hospitalization, sickness and accidents (23).

Further evidence of the magnitude of medical costs due to drug abuse is medical emergencies during 1987. According to the National Drug Abuse Warning Network, there were an estimated 24,000 emergency room admissions in the County because of drug overdose. The major drugs involved were cocaine, followed by codeine and codeine combinations then PCP. Some of these patients left from the emergency room while others required further hospitalization to achieve medical stabilization.

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There are also drug overdoses of County residents which result in death. During 1986, the latest year in which full information is available, there were 674 drug induced deaths in the County. Preliminary information for 1987 suggests the total will be near 900 during that year. The major drugs found in the 1986 cases were heroin followed by cocaine. The long term effects of drug abuse also produces a reduction in life expectancy. One study estimated that untreated drug abusers live only two-thirds of their expected life span while rehabilitated abusers live to 90 percent of life expectancy (11).

Another recent medical development associated with drug abuse is AIDS. Intravenous drug use is the second most common risk factor in persons who have developed AIDS in both Europe and the United States. In Europe, about 15 percent of the 7,000 diagnosed cases involved heterosexual drug users. Italy and Spain are the only two countries in the world where IV drug users contribute the majority of AIDS cases (55).

As of December 28, 1987, there were 49,743 AIDS cases in the United States that had been reported to Centers for Disease Control. This number included both adults and children. About 17 percent of the adult cases occurred among heterosexual IV drug users. The disease was contracted through the sharing of contaminated needles. The states of New York, Connecticut and New Jersey accounted for almost three-quarters of the heterosexual IV drug use cases. Another seven percent of the cases was among male homosexual or bisexual IV drug users. Therefore, about 24 percent of the AIDS cases reported nationally were associated with drug abuse at the close of 1987.

At a 1987 meeting the Surgeon General, C. Everett Koop, reported that AIDS is no longer confined to cities such as San Francisco or New York. There are 17 American cities which have more than 300 cases each. He also indicated that AIDS cases have been reported in all 50 states as well as Guam and the Virgin Islands. While calling himself an optimist, the Surgeon General said he was not expecting a cure in the near future.

With respect to AIDS, however, the worst is yet to come. The vast majority of future AIDS cases will continue to come from the high-risk groups currently identified, including intravenous drug users, but there will be significant increases in the number of these cases. By the end of 1991 there will be a cumulative total of more than 270,000 cases nationally with more than 74,000 of those occurring in 1991 alone. There will also be approximately 179,000 deaths from AIDS (18). The price tag for these cases is also staggering. Last year about $1 billion was spent on AIDS. This was 0.3 percent of all American medical costs. By 1991, AIDS costs will be equal to 1.5 percent of total spending on medical care and will have passed all other claims for the national health dollar (1).

The cost for neonatal addiction is also extremely high. Infants born to cocaine abusing mothers, for example, may have serious

cognitive defects as a result of incomplete brain development or cerebral hemorrhaging. Babies born to PCP abusing mothers may spend the first few months crying endlessly. Their ability to sleep is impaired as well as their ability to suck, in some cases (20). Unlike normal babies who may be released within 24 hours after birth, these infants require expensive and lengthy post partum medical care.

1. Facts and Assumptions for Estimated Costs

Emergency Room and Hospitalization Costs: Average costs for emergency room treatment and related follow-up treatment are not available across hospitals in Los Angeles County. Estimates on hospital length of stay and cost in 1984 dollars were developed through discussions with emergency room directors, attending physicians and hospital management staff at Los Angeles County-USC Medical Center and Harbor General Hospital.

Using the estimates from the discussions and the costs adjusted for inflation, approximately 75 percent of the drug overdose patients were treated then released from the emergency rooms at a cost of $324 per episode. An additional 20 percent of these patients remained in the hospital for 24 hours at a cost of $703. There were considerable medical complications in the remaining 5 percent of the cases. This group remained in the hospital between 4 and 5 days at a cost of $649 per day. Using the estimated 24,000 emergency room admissions, costs would break down as follows.

Exhibit 6

1987 EMERGENCY ROOM COSTS

Emergency Room Treatment then Release	$ 5,832,000
Emergency Room Treatment and 24 Hour Stay	3,374,400
Emergency Room Treatment and 4 - 5 Day Stay	$ 3,504,600
Total:	$ 12,711,000

The emergency room costs and related hospitalization are thus estimated at $12.7 million during 1987.

Drug-Related Death Costs: To develop cost estimates for drug-related deaths, discussions were held with administrative staff at the Los Angeles County Coroner's Office. These costs were in 1984 dollars. The following were considered in estimating costs: all investigations of homicides, suicides, vehicular and accidental deaths, industrial deaths, drug-related

and overdose deaths and cases where the cause of death was undetermined. The costs also including administrative and support services. Adjusted for inflation, the 1987 Coroner's Office cost is estimated at $4,326,400.

AIDS Patient Care Costs: As of December 31, 1987, there were 4,218 adult AIDS cases reported in Los Angeles County. This contrasts with 2,544 cases reported as of the end of 1986, an increase of 65.8 percent. Of the 4,218 cases, 467 had a history of intravenous (IV) drug use, 2,427 cases had no IV history and in 1,139 cases a history of IV use was unknown (21). For this unknown group, it was assumed that an IV history was approximately proportional to the remainder of the cases at 16.1 percent. Thus, the number of IV cases would have been 650 at the close of 1987.

The overall death rate for AIDS victims is 62 percent in the County. This would mean that 38 percent of the IV history cases, or 247 people, would have been alive and in need of treatment during the year.

According to a study by the Institute of Medicine and the National Academy of Sciences, the median life span of diagnosed AIDS patients with Pneumocystis Carinii Pneumonia is eight months and those patients with Kaposi's Sarcoma is 30 months (18). Combining these samples of patients at their relative size in the study would yield a combined median life span of 14 months from diagnosis to death. This translates into 1.17 years. This figure is used below in the estimate.

The cost of caring for an AIDS patient was recently calculated at $75,000 from diagnosis to death (1). The cost per year of each AIDS patient is therefore $64,103 ($75,000 lifetime cost divided by 1.17 years). The costs for medical and other support services for AIDS cases with a history of IV drug use is therefore estimated at $15,833,411 during 1987 (247 patients x $64,103 per year).

Neonatal Addiction Care Costs: As with hospital emergency rooms, there is no consistent information across hospitals on the costs of caring for babies born to addicted or drug abusing mothers. These cost estimates were developed through discussions with staff at the Neonatal Intensive Care Unit at the Martin Luther King Jr./Drew Medical Center.

This information produced three categories of newborns and estimates of the percentage of cases. The first is full term, born addicted (70%), the second is born addicted prematurely (12%) and the third is born addicted prematurely with complications (18%). On average, the first category of baby would stay 9 days at a cost of $600 per day. The cost for the premature babies is $1,500 per day with an average hospital stay of 42 days for the premature baby and 90 days for the premature baby with complications. .The three costs per stay are therefore $5,400, $63,000 and $135,000 respectively.

During 1987, there were 1,335 newborns who were reported to have suffered from drug withdrawal and associated complications. Using the figures above, the following costs were calculated.

Exhibit 7

1987 NEONATAL ADDICTION COSTS

935 cases	(70%)	x	$ 5,400	-	$ 5,049,000
160 cases	(12%)	x	63,000	-	10,080,000
240 cases	(18%)	x	$ 135,000	-	$ 32,400,000
1,335 cases	(100%)		Total:		$ 47,529,000

The cost for neonatal addiction care across all hospitals in the County is thus estimated at $47.5 million during 1987.

2. Medical and Medical Emergency Cost Summary

Exhibit 8

1987 MEDICAL AND MEDICAL EMERGENCY COSTS

Emergency Room and Related Hospitalization	$ 12.7 million
Drug-related Deaths	4.3 million
Drug-related AIDS cases	15.8 million
Neonatal Addiction Care	$ 47.5 million
Total:	$ 80.3 million

It should also be noted that this total is understated because it does not contain costs of long term medical care for problems which are directly related to the current or previous use of drugs. This includes such things as the costs of hospitalization, physicians and medication for individuals suffering from hepatitus, liver cancer, septicemia and other diseases related to the prolonged abuse of drugs.

D. Lost Productivity and Public Assistance Costs

As mentioned in the introduction, the cost to industry and business because of the abuse of drugs in the United States is estimated to be $25 billion annually. The Chairman of General Motors, Roger Smith, recognized this problem as early as 1983 when he reported that absenteeism cost the corporation about $1 billion annually. He attributed much of this to the use and abuse of alcohol and drugs (68).

During a three year period, ending in 1985, a national study of workplace crime was undertaken through questionnaires sent to companies in 40 states (2). This information was supplemented by face-to-face interviews at more than 30 organizations in California, Florida, Illinois, New Jersey, New York and South Carolina. Over 200 line managers, representing companies with employee counts of less than 500 to over 50,000, responded to the questionnaire. These managers represented white collar companies, such as banking and insurance, and blue collar companies such as manufacturing, mining, and utilities.

The initial purpose of this study was to explore the extent of traditional crimes such as major and petty theft, fraud, kickback/bribe schemes, information theft and abuse of company services. The abuse of drugs was not included in the survey but was mentioned so often by the respondents it became a category of study. Drug abuse in the workplace was generally rated as moderate to very serious; a rating of 3 to 5 on a scale of zero to 5 with 5 being "very serious". Managers felt drug sales or sharing drugs during the workday was a considerable problem as well as the drug users' potential to steal from the company to support drug habits. A very interesting finding was that while alcohol use in the workplace was a problem believed to be more common than drug use, there was a greater urgency about drugs because the effects are less well recognized. Among the drugs mentioned by managers were cocaine, marijuana and amphetamines.

Drugs appear to have permeated a wide variety of businesses. In early 1987, rumors of drug use in wall street brokerage houses were rampant. This especially involved the use of cocaine. After an investigation, the U. S. Drug Enforcement Agency arrested 19 persons from well known firms for selling cocaine in stairwells and trading drugs for insider stock tips. One employee went so far as to send a customer free samples of heroin through the company messenger service. Some of the persons arrested in these incidents represented a private clearinghouse where some $2.2 trillion in stocks and bond certificates are stored for safekeeping. The Securities and Exchange Commission became involved due to insider trading using drugs as the payoff (42).

The drug-related costs incurred by industry and government include increased health and life insurance premiums, administrative costs of processing worker's compensation claims and insurances forms, the cost of overtime due to absenteeism, and the reduction in the quantity and quality of work performed. Drug using or abusing workers and their families also suffer financially because of absenteeism related to drug use. Individuals may lose jobs because of drug dependency or may become drug dependent after a job loss.

There is also a great deal of drug abuse among the homeless population. A 1984 report by the Housing and Urban Development Department stated that the Los Angeles area was only comparable to New York City in the number of homeless people. Many of the homeless are drug dependent and therefore forego productivity through self support. Based on estimates by local experts, the

number in the Los Angeles area was placed at between 31,300 and 33,800 people (43). Other estimates of the homeless population in the County range between 19,000 and 50,000. While the estimated number of homeless may vary, there is little doubt that this population contains a large proportion of substance abusers.

Drug abuse also results in the need for public assistance such as Aid for Families with Dependent Children (AFDC) and the costs to the Los Angeles County Department of Children's Services. As mentioned above under the drug-related costs to the Criminal Justice System, the average daily population of the County Jail System was 21,612 prisoners during 1987. Many of these prisoners have families whose support must come from public assistance while they are in jail.

1. Facts and Assumptions for Estimated Costs

Lost Production Costs: Because of the size and complexity of industry in Los Angeles County, precise estimates of lost productivity are very difficult to calculate. Some conservative estimates are possible by applying previous research findings against the size of the County workforce.

One study surveyed 17 industries to establish a composite model of the typical workforce. This study showed that 11.5 percent of the workers had problems severe enough to impact job performance. It was also found that this 11.5 percent of the workers were responsible for 27.7 percent of the absenteeism. Within this proportion of workers, 25 percent had significant mental health problems, 45 percent had problems with alcohol and another 7 percent had drug abuse problems (70).

During 1987, the County workforce contained a daily average of 4,233,000 workers. Of this number, 3,976,000 were currently employed (79). Using the percentages from the industrial study mentioned above, the County workforce would have appeared as follows during 1987.

Exhibit 9

1987 AVERAGE DAILY WORKFORCE IN LOS ANGELES COUNTY

Unemployed	257,000
Employed - Relatively Problem Free	3,558,520
- Mental Health Problems	114,310
- Alcohol Problems	205,758
- Drug Problems	32,007
- All Other Problems	105,165
Total Workforce:	4,223,000

Many of the workers that could be assumed to have alcohol problems would be, in fact, polydrug abusers. They would be using alcohol in combination with some other drugs such as marijuana. Within the County, the phenomenon of polydrug abuse is becoming increasingly prevalent. For the sake of conservative estimation, however, the 32,007 figure will be used here.

The national minimum wage during 1987 was $3.35 per hour. The number of normal work days available for most industries was 256. Assuming at least one hour of productivity was lost for each drug using worker, and that the value of that hour was equal in value to the minimum wage, the lost productivity during 1987 was $27,449,203 (32,007 workers x 256 hours x $3.35 per hour).

Lost Wages of Drug Abusers: A 1974 study determined that there were approximately 375,000 active addicts in the United States and an additional 107,000 addicts either in drug treatment or incarcerated. The cost factors for addiction were also determined. This included periods of unemployment or wage loss due to the abuse of drugs. During that year, it was $3,450 per addict (25).

While the findings from this study are somewhat dated, the amount of wages lost still has application to this analysis if the amount is adjusted for inflation. In 1987 dollars, the annual wage loss would have been $7,556.

It is estimated that there are slightly over 400,000 persons in Los Angeles County who experience various problems because of drug abuse. Among these are individuals who are drug addicted. The exact size of the addicted population in a County the size of Los Angeles, with about 8.4 million people, is not precisely known. Estimates range between 60,000 and 100,000 heroin or opiate addicts at any given time. For the purpose of conservative estimation, this population will be placed at 70,000 during 1987. Given the annual wage loss due to drug abuse at $7,556 per year and the average significantly dysfunctional addicted population at 70,000, the wage loss due to drug-related absenteeism would be $528,920,000 ($7,556 dollar loss x 70,000 abusers).

Homeless Drug Abusers: A study of the homeless population in the skid row area of Los Angeles was conducted in 1986. The purpose of this study was to determine the extent of their emotional problems and their mental health needs. The findings from this study showed that 63 percent of the homeless people interviewed could be diagnosed as having had alcohol dependency problems and 31 percent could be diagnosed as having had drug dependency problems sometime during their life. Within the most recent six month period prior to the interviews, 27.1 percent were diagnosed as having alcohol problems and 10.1 percent as having drug problems (10).

Using the 19,000 to 50,000 range of the number of homeless individuals and the percentage diagnosed as having drug problems within the last six months, would mean that there were between

1,919 and 5,050 homeless drug abusers during 1987. Assuming the foregone income of each person in this group is equivalent to the annual income of the minimum wage, there would be a loss of $6,968 for each person. The average between the 1,919 and 5,050 homeless persons assumed to be drug dependent is 3,484. Using the annualized minimum wage would mean that the lost earnings of this group would be $24,276,512 during 1987 (3,484 homeless x $6,968 per year).

Aid for Families with Dependent Children: Within Los Angeles County, there are about 18,000 AFDC cases aided in any given month. At the mid point in 1987, there were 18,191 cases aided representing 29,388 adults and 50,747 children. The average payment per case was $706 per month (78).

In some of these cases, drug abuse is the direct cause of dependents having to rely on public assistance. Incarceration of the supporting adult in the family for drug-related offenses is a prime example. As shown above, on any given day during 1987 there were 6,633 men in the County jail system because of violation of drug laws. Some of these men had families which needed AFDC to support dependent children because they could not provide income. Unfortunately, information on the number of prisoners with families is not available.

A 1980 study showed that of the $64,513 million in public assistance funds available nationally, 4.8 percent went to recipients who were incapacitated due to alcohol, 0.5 percent went to recipients incapacitated due to drug abuse and 4.7 went to recipients incapacitated because of mental health problems (15). This study did not address families which became dependent because of a breadwinner's incapacitation.

At this time, there are no known estimates which suggest the percentage of AFDC cases which are drug-related. Based on the small percentages above, a very conservative estimate of three percent was chosen for this purpose. Three percent of the AFDC cases at any one time would have been 540 family units. With this estimate, the AFDC costs during 1987 would have been $4,574,880 (540 cases x $706 per month x 12 months).

Cost to Children's Services Department: The Los Angeles County Department of Children's Services subsumes the protective services programs for children in the County. This includes Emergency Response, Family Maintenance, Family Reunification and Permanent Placement Programs. Many of the children who become the responsibility of this Department are put at risk because of drug abusing parents.

During 1987, there were 16,773 petitions filed in Juvenile Court on behalf of neglected or abused children. Of these, it is estimated that 3,019 were neglect cases where drug abuse by the parents was found during the initial investigation. Approximately 2,868 of these petitions were sustained. The 1987 costs

for these investigations and the care of these children through the Children's Services Department's programs was $5,349,017 (75).

It should also be noted that the sustained petitions mentioned here are not the only protective services cases where there was substantial drug use on the part of the parents. There are many cases in which the presenting problem does not appear to be drug related yet as the case progresses it is discovered that drugs played a dominant role in parental neglect or abuse. The actual number of cases may be four to five times as great as those mentioned here.

2. **Lost Productivity and Public Assistance Cost Summary**

Exhibit 10

1987 PRODUCTIVITY AND PUBLIC ASSISTANCE COST SUMMARY

Lost production due to absenteeism productivity and quality reduction	$ 27.4 million
Lost wages due to drug abuse	528.9 million
Foregone wages of homeless	24.3 million
AFDC cost estimate	4.6 million
Children's Services Department	$ 5.3 million
Total:	$ 590.5 million

E. Publicly Funded Drug Prevention and Treatment Costs

The actual Fiscal Year 1987-88 costs for publicly funded drug abuse prevention and treatment are used here. The funding sources included State General funds, Medi-Cal, Federal Block Grant, Federal Anti-Drug, and County funds. The dollar amounts below also include revenue to the publicly funded programs. Program revenue consists of fees paid by clients or other monetary sources which help to support drug treatment.

Information and Referral: These services are provided by the County. During 1987, the services included screening of prospective clients for admission to residential detoxification programs, referral for drug services and providing drug-related information to organizations and the general public. A telephone hotline for counseling and referrals was also maintained. The cost for these services was $401,266.

Prevention, Early Intervention and Outreach: Most of the primary prevention services are provided by agencies under contract with the County. These primary prevention services included classes and lectures, emergency intervention, rap and

discussion groups, recreation, referrals, training and workshops. Early intervention included those services listed for primary prevention as well as counseling for individuals who were considered at high risk of drug abuse or were using drugs intermittently and not yet considered drug dependent.

During 1987, there were about 45,000 individuals who received primary prevention services and about 1,500 who received early intervention services. The costs for primary prevention was $1,926,559 and the cost for early intervention was $1,323,043.

There were also several prevention programs operating among many of the 81 school districts in the County during 1987. The first was the Drug Abuse Resistance Education (DARE) Program conducted by the Los Angeles Police Department within the Los Angeles Unified School District. The cost of this program was $7.0 million. The second program, Self Management and Resistance Training (SMART), was conducted under the auspices of the University of California at a 1987 cost of $300,000. The third program was Substance Abuse and Narcotics Education (SANE) conducted by the Sheriff's Department. The SANE budget was approximately $2.0 million. Other programs, funded through the Office of Criminal Justice Planning and by Federal Drug Free Schools' monies totaled approximately $5.2 million during 1987.

Outreach programs were also funded during 1987 with the primary purpose of reaching intravenous drug users who are in danger of contracting AIDS or spreading the disease through needle sharing. The total budget for outreach was $165,833.

The total 1987 costs identified for primary prevention, early intervention and outreach services were $17.9 million.

Treatment: Treatment services, employing a variety of modalities, are also provided by agencies contracting with the County. The modalities included outpatient drug free, residential drug free, outpatient detoxification, residential detoxification and outpatient methadone maintenance. There were an estimated 14,917 clients served in publicly funded programs during 1987. The cost of these programs was $23,643,983 not counting administration and support services.

Administration and Support Services: Drug prevention and treatment program administration consists of such things as planning for services, program development and the request for proposal process, contracting and contract monitoring, maintenance of management information systems, providing training and technical assistance, evaluation and research, consultant services and fiscal services such as budget and cost report development. These costs for 1987 totaled $3,251,531.

Veterans Administration Programs: There are three Veterans Administration Programs in the County which have methadone maintenance programs. These are the Brentwood Clinic, the Hill Street Clinic and the Sepulveda Clinic. The total cost for these three programs during 1987 was $1,944,900.

Exhibit 11 -

1987 PUBLICLY FUNDED PREVENTION/TREATMENT COSTS

Information and Referral	$ 0.5 million
Primary prevention/Early Intervention/Outreach	17.9 million
Treatment (All modalities)	23.6 million
Administration/Other	3.3 million
Veterans Administration Clinics	$ 1.9 million
Total:	$ 47.2 million

F. Private Program Drug Treatment Costs

Complete cost information on the many private programs in Los Angeles County is not available. Among these are clinicians in private practice who routinely or occasionally treat drug abusers. Cost of treatment in private programs is born by patient fees or health insurance. Some information is available, however, on Chemical Dependency Recovery Services and private methadone detoxification and maintenance services.

During Fiscal Year 1987-88, were were 1,084 licensed beds for Chemical Dependency Recovery Services in the County. These programs treated clients with drug and/or alcohol problems. Based on the latest information on rates for the agencies represented, the total cost for services was $136,742,475. Most of the patients treated in these programs had polydrug problems, that is dependency on some combination of drugs. Assuming half of the cost of these programs was for drug abuse, a conservative estimate for these services was $68.4 million during 1987.

Aside from the three Veterans Administration Clinics, there are 31 private clinics which provide outpatient methadone detoxification and maintenance services. These costs are mainly paid by client fees. The total cost of these programs during 1987 was $12,654,773.

Exhibit 12

1987 PRIVATE PROGRAM DRUG TREATMENT COSTS

Chemical Dependency Recovery Services	$ 68.4 million
Private Methadone Detoxification and Maintenance Programs	12.7 million
Total:	$ 81.1 million

III. COST SUMMARY AND COMPARISONS

A. Cost Summary

Exhibit 13 shows a summary of all drug-related costs discussed in this report. The costs identified during calendar 1987 totaled $1.2264 billion. These estimates are based on information that was available for Los Angeles County or on inferences which could be reasonably made from research findings. All information and data used were selected so that the dollar figures would be conservative.

There were areas of direct or indirect drug-related costs which could not be estimated because information was not available. Among these were:

- The costs of hospitalization, physicians and medication for individuals suffering from hepatitis, liver cancer, septicemia, and other diseases caused by prolonged abuse of drugs.

- The cost to the state and federal prison and parole systems for Los Angeles County residents convicted of drug offenses while in the County.

- The costs of increased accident, property and health insurance for all residents, industries and governmental units in the County which were the result of drug use.

B. Treatment Compared to No Treatment

An analysis of the average cost to treat a drug abuser was undertaken using the 1987 cost of publicly funded treatment programs. This cost included $23,643,983 for publicly funded treatment as well as 86.1 percent of the Administration and Support costs which was the proportionate share covering treatment services. The total during 1987 is thus $26,443,551 for publicly funded drug treatment. Dividing this dollar total by the estimated number of clients served shows a cost of $1,773 per treatment episode ($26,443,551 / 14,917 clients = $1,773).

To calculate the average cost for a drug abuser who was not treated and remained drug dependent, treatment costs were subtracted from the total estimated costs of drug abuse. These calculations are shown in Exhibit 14.

Exhibit 15 shows the 1987 average cost for each untreated drug abuser and the benefit of treatment compared to no treatment. This is the cost benefit ratio. For comparison purposes, a range of between 60,000 and 100,000 addicted or significantly dysfunctional persons is presented. As can be seen, the cost per addicted person would be $18,617 if there were 60,000 addicts and $11,170 if there were 100,000 addicts.

Exhibit 13

SUMMARY TABLE OF ESTIMATED DRUG-RELATED COSTS
IN LOS ANGELES COUNTY DURING 1987
(Dollars In Millions)

		Category Total	Percent
Criminal Justice System Costs:		$ 398.8	32.5%
Arrest and Booking	$ 236.8		
Custody (Jail)	79.2		
Probation	13.8		
Prosecution	20.3		
Public Defense	8.4		
Courts	40.3		
Cost to Victims:		$ 28.5	2.3%
Drug Crime Victims	$ 14.5		
Insurance Payments	10.1		
Runaway Youth	3.9		
Medical and Medical Emergency Costs:		$ 80.3	6.6%
Emergency Room and Hospitalization	$ 12.7		
Drug-related Deaths	4.3		
Drug-related AIDS Cases	15.8		
Neonatal Addiction Care	47.5		
Lost Productivity and Public Assistance Costs:		$ 590.5	48.1%
Absenteeism. Reduced Productivity, Quality	$ 27.4		
Lost Wages due to Drug Abuse	528.9		
Foregone Wages of Homeless	24.3		
AFDC cost estimate	4.6		
Children's Services Department	5.3		
Publicly Funded Prevention and Treatment Costs:		$ 47.2	3.9%
Information & Referral	$ 0.5		
Primary Prevention & Early Intervention	17.9		

Exhibit 13 (Continued)

SUMMARY TABLE OF ESTIMATED DRUG-RELATED COSTS
IN LOS ANGELES COUNTY DURING 1987
(Dollars In Millions)

		Category Total	Percent
Publicly Funded Prevention and Treatment Costs (Continued)			
Treatment	23.6		
Administration/Other	3.0		
V. A. Clinics	1.9		
Private Program Treatment Costs:		$ 81.1	6.6%
Chemical Dependency Recovery Services	$ 68.4		
Methadone Programs	12.7		
Total Costs Based on Available Data:		$1,226.4	100.0%

Exhibit 14

TOTAL COSTS FOR UNTREATED DRUG ABUSERS DURING 1987

Total 1987 Drug-Related Costs:	$ 1,226.4 million
Less Public Funding for Treatment and related Administration and Support	- 26.4 million
Less V.A. Clinics	- 1.9 million
Less Private Treatment Funding:	- 81.1 million
Cost of Untreated Abusers:	$ 1,117.0 million

At any one time during 1987, the most probable number of individuals who were significantly dysfunctional because of drug addiction was close to 70,000 in Los Angeles County. Using this number, the average cost for each untreated person was $15,957 with a 9.0 cost benefit ratio. The ratio indicates that the cost to leave the abuser untreated was 9.0 times greater than the cost of treatment in public funded treatment programs.

Exhibit 15

ESTIMATED ANNUAL COST FOR EACH DRUG ADDICTED PERSON NOT IN TREATMENT IN LOS ANGELES COUNTY DURING 1987

(Based on $1,117.0 million in drug-related costs)

Number of Drug Addicted Persons	Annual Amount Per Addict	Cost Benefit Ratio *
60,000	$ 18,617	10.5
65,000	17,185	9.7
70,000	15,957	9.0
75,000	14,893	8.4
80,000	13,963	7.9
85,000	13,141	7.4
90,000	12,411	7.0
95,000	11,758	6.6
100,000	11,170	6.3

* Cost Benefit Ratio: Annual cost divided by the average treatment cost of $1,773.

C. Conclusion

The drug-related costs in the County of Lost Angeles were enormous during 1987. Based on the estimates presented in this report, the costs for the criminal justice system, to hospital emergency rooms and the Coroner's Office, for drug victimization, lost productivity and drug abuse prevention and treatment totaled $1,227.9 billion. It can also be concluded that drug treatment was 9.0 times more cost effective than to leave the average drug addicted person untreated.

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October 21, 1988

TO: Jon Freedman, Staff Assistant
Third Supervisorial District

FROM: Irma H. Strantz, Dr. P.H.
Director

SUBJECT: DEMAND FOR DRUG ABUSE SERVICES EXCEEDING SUPPLY

This is in response to your telephone request on October 20, 1988, for additional information on demand for drug abuse services that Supervisor Ed Edelman could provide to Congressman Mel Levine. This information would be a followup to the Supervisor's testimony before the House Select Committee on Narcotics and Drug Abuse last month in Los Angeles.

We recommend the following:

Los Angeles County has witnessed a steady decline in the number of drug treatment slots since 1982 due to a loss of public funding, coupled with a continued rise in the rate of inflation over the past six years. Concurrently, there has been a dramatic increase in the use of cocaine, a steady increase in the use of heroin and an incipient AIDS epidemic among intravenous drug users.

In order to eliminate the current backlog, 3,065 drug abuse treatment slots are required. These additional slots would restore us to a level of service comparable to the services available in the fiscal year 1981-82 and provide additional slots (786) needed to adjust drug treatment service levels to the County's population growth. The cost of these 3,065 additional slots during fiscal year 1989-90 would total $15,703,224. The amount to return us only to the 1981-82 service level, without any new slots to account for population growth, is $11,905,406.

> Waiting time for program entry often ranges from 1.5 to 21 weeks. This delay cost is enormous because the dollar cost ratio of an addict not in treatment versus in treatment is $9.00:$1.00.

If you have any questions or need additional information, please let me know.

IHS:gh
B1-D11-D9/RT#294

Attachment
cc: Robert C. Gates
Dr. C. A. Evans, Jr.
Marcia Nay
Betty L. Porche

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May 3, 1988

To: Each Supervisor

From: Richard B. Dixon
Chief Administrative Officer

Subject: **LOS ANGELES COUNTY'S NARCOTICS REHABILITATION PROGRAM**

In response to your request of March 29, 1988 for information on the current backlogs, waiting times and funding sources for Los Angeles County's narcotics rehabilitation program, my office, with the assistance of the Department of Health Services, has prepared the following report.

Backlog

Los Angeles County has witnessed a steady decline in the number of drug treatment slots since 1982 due to a loss of public funding, coupled with a continued rise in the rate of inflation over the past five years (Attachment I). Concurrently, there has been a dramatic increase in the use of cocaine, a steady increase in the use of heroin and an incipient AIDS epidemic among intravenous drug users.

In order to eliminate the current backlog, 3,006 drug abuse treatment slots are required. These additional slots would restore us to a level of service comparable to the services available in fiscal year 1981-82 (excludes 12 drug free slots that have been merged into residential drug free counseling), and provide additional slots (727) needed to adjust drug treatment service levels to the County's population growth. The cost of these 3,006 additional slots during fiscal year 1987-88 would total $ 14,518,514. While there is a possibility that S 2205, the Omnibus Anti-Drug Abuse Act of 1988, may be enacted and result in Los Angeles County receiving additional revenues for narcotics rehabilitation, no funding for these slots has been identified at this time.

Waiting Times

A telephone survey of 74 of the independent contractors currently providing drug treatment services, revealed that 44 of these providers have waiting lists, for a total of 2,173 persons currently waiting to receive drug treatment. The waiting times for these persons range from 1.5 weeks for outpatient detoxification to 20.9 weeks for outpatient methadone maintenance (Attachment II). The 30 remaining contractors indicated that while they are operating at full capacity, they do not have waiting lists.

Funding Sources

In fiscal year 1987-88, Los Angeles County will receive a total of $26,465,656 in public funds for drug abuse prevention and treatment services (Attachment III). This amount includes monies allocated under the Federal Anti-Drug Abuse Act. Approximately $3 million of this allocation represents funding levels that extend over an 18-month period beginning January 1, 1988.

If you have any questions or wish additional information, please let me know.

RBD:VAC:SG
sg:SLOTS

Attachments

c: Department of Health Services
Executive Officer, Board of Supervisors
Narcotics and Dangerous Drugs Commission

Attachment I

COMPARISON OF LOS ANGELES COUNTY POPULATION INCREASES AND REDUCTION IN DRUG TREATMENT CAPACITY

Fiscal Years 1981-82 to 1987-88

		1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88
A.	Population Estimates	7,741,985	7,874,288	8,006,591	8,138,894	8,271,197	8,403,500	8,535,803
B.	Treatment Slots *							
	OPDF	4,506	3,298	2,961	3,180	3,048	2,852	2,870
	RDF	910	747	691	623	609	615	617
	OPDTX	197	148	148	149	149	149	143
	OMM	1,382	975	981	979	979	862	1,128
	RDTX	66	51	51	51	51	51	44
	IPDTX	32	19	19	19	19	19	0
		7,093	5,238	4,851	5,001	4,855	4,548	4,802
C.	Percent Population Increase	Base Year	1.7	3.4	5.1	6.8	8.5	10.3
D.	Percent Slot Decrease	Base Year	-26.2	-31.6	-29.5	-31.6	-35.9	-32.3

* Outpatient Drug Free (OPDF)
Residential Drug Free (RDF)
Outpatient Detoxification (OPDTX)
Outpatient Methadone Maintenance (OMM)
Residential Detoxification (RDTX)
Inpatient Detoxification (IPDTX)

NUMBERS OF ADDITIONAL SLOTS NECESSARY FOR THE DRUG TREATMENT SYSTEM

E. Numbers of Increased Slots Necessary To Achieve 1981-82 Treatment Levels

Treatment Modality	Number of Slots	Cost Per Slot	Total Cost
OPDF	1,636	$ 1,700	$ 2,781,200
RDF	293	$ 13,100	$ 3,838,300
OPDTX	54	$ 3,900	$ 210,600
OMM	254	$ 2,784	$ 707,136
RDTX	22	$ 53,200	$ 1,170,400
IPDTX *	20	$ 136,875	$ 2,737,500
Totals:	2,279	$ 211,559	$11,445,136

* 20 needed not 32

F. Numbers of Increased Slots Necessary To Bring Treatment System Up To Current Population Size (Increase by 10.3%)

Treatment Modality	Number of Slots	Cost Per Slot	Total Cost
OPDF	464	$ 1,700	$ 788,800
RDF	93	$ 13,100	$ 1,218,300
OPDTX	20	$ 3,900	$ 78,000
OMM	142	$ 2,784	$ 395,328
RDTX	6	$ 53,200	$ 319,200
IPDTX	2	$ 136,875	$ 273,750
Totals:	727	$ 211,559	$ 3,073,378

G. Total Number Of Slots Necessary For The Treatment System (Sections E plus F)

Treatment Modality	Number of Slots	Cost Per Slot	Total Cost
OPDF	2,100	$ 1,700	$ 3,570,000
RDF	386	$ 13,100	$ 5,056,600
OPDTX	74	$ 3,900	$ 288,600
OMM	396	$ 2,784	$ 1,102,464
RDTX	28	$ 53,200	$ 1,489,600
IPDTX	22	$ 136,875	$ 3,011,250
Totals:	3,006	$ 211,559	$14,518,514

Attachment 2:

WAITING LISTS

DRUG ABUSE TREATMENT PROGRAMS

A Modality	B No. Survey	C No. with Waiting List	D Aggregate No. on Waiting List	E Average Length of Time
RDF	18	18	787	14.8 wks.
OPDF	40	18	681	6.5 wks.
RDTX	2	2	160	2.5 wks.
OPDTX	6	1	25	1.5 wks.
OMM	8	5	520	20.9 wks.
	74	44	2173	

Drug Abuse Program Office
4-8-88/nt

Attachment III

TABLE 1

Fiscal Year 1987-88

Funding Allocation For County of Los Angeles

TYPE	AMOUNT
STATE GENERAL FUNDS	
General Fund Base	$ 11,528,649
SB 110 Fund Base	$ 90,000
State Depart. of Health Services	$ 84,098
FEDERAL FUNDS - Fed. Cat. #13.992	
Block Grant	$ 7,643,555
One Time Block Grant	$ 172,157
Women's 5% Set Aside	$ 325,536 *
Women's One-Time	$ 9,073
FEDERAL FUNDS - Fed. Cat. #13.141	
Anti-Drug Abuse-General	$ 1,486,175 **
Anti-Drug Abuse-AIDS	$ 1,918,438 **
TOTAL STATE AND FEDERAL FUNDS	$ 23,257,681
FEDERAL MEDI-CAL REIMBURSEMENT Fe . Cat. #13.714	$ 708,669 ***
TOTAL NET COUNTY COSTS	$ 2,499,306
Grand Total of STATE, FEDERAL AND COUNTY FUNDS	$ 26,465,656

* Shown are the Federal Block Grant funds set-aside for women's programs. This full amount must be used for services for women.

** One-time funds. Anti-Drug Abuse Funds must be separately accounted on budget forms.

*** Shown is the Federal Share which must be matched with State funds before Drug Program Medi-Cal federal reimbursements become available. The amount of federal share shown of Federal Medi-Cal reimbursement is the maximum amount allowable without prior approval from ADP.

B1-D6-D21/C#76